

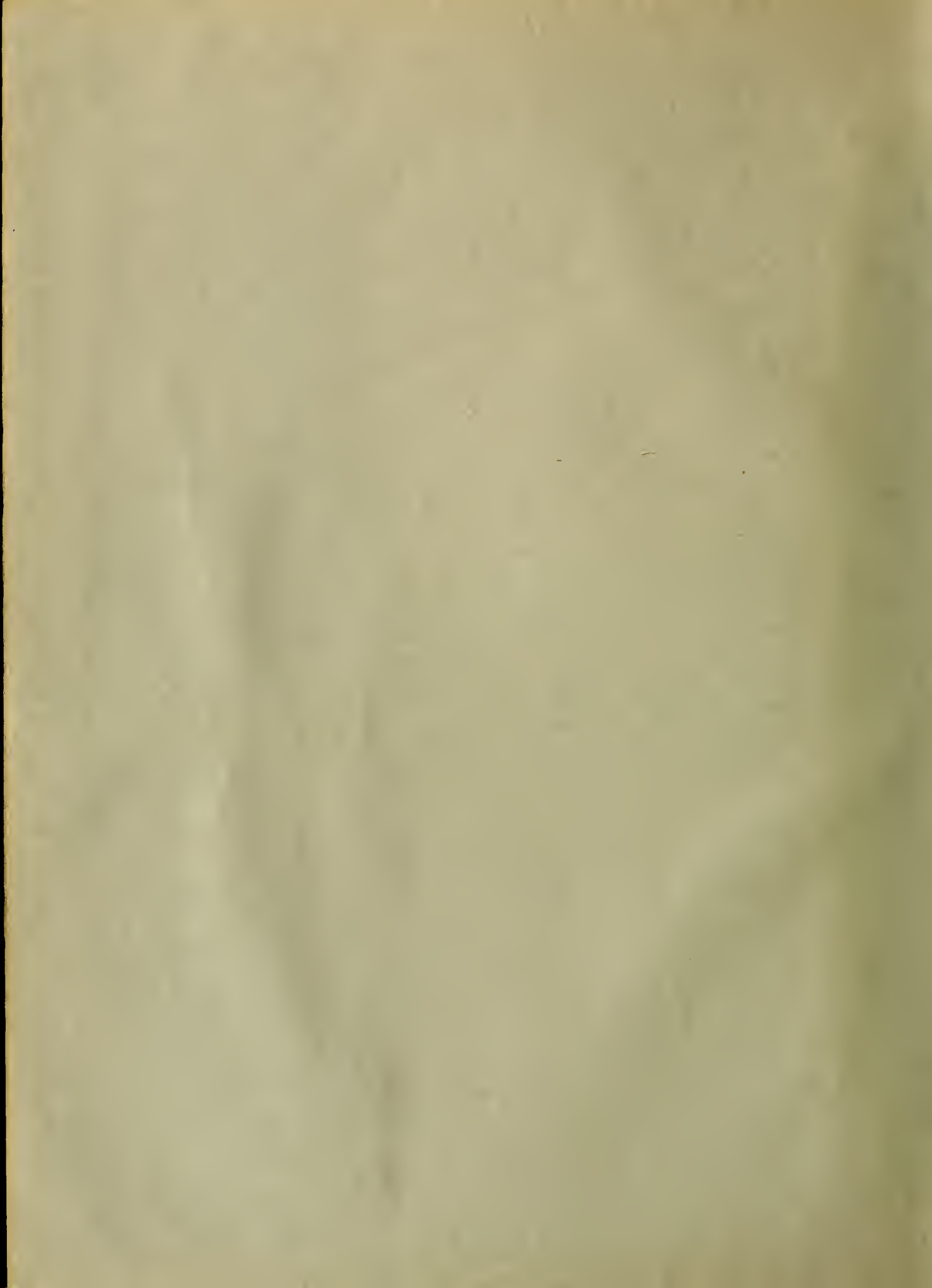
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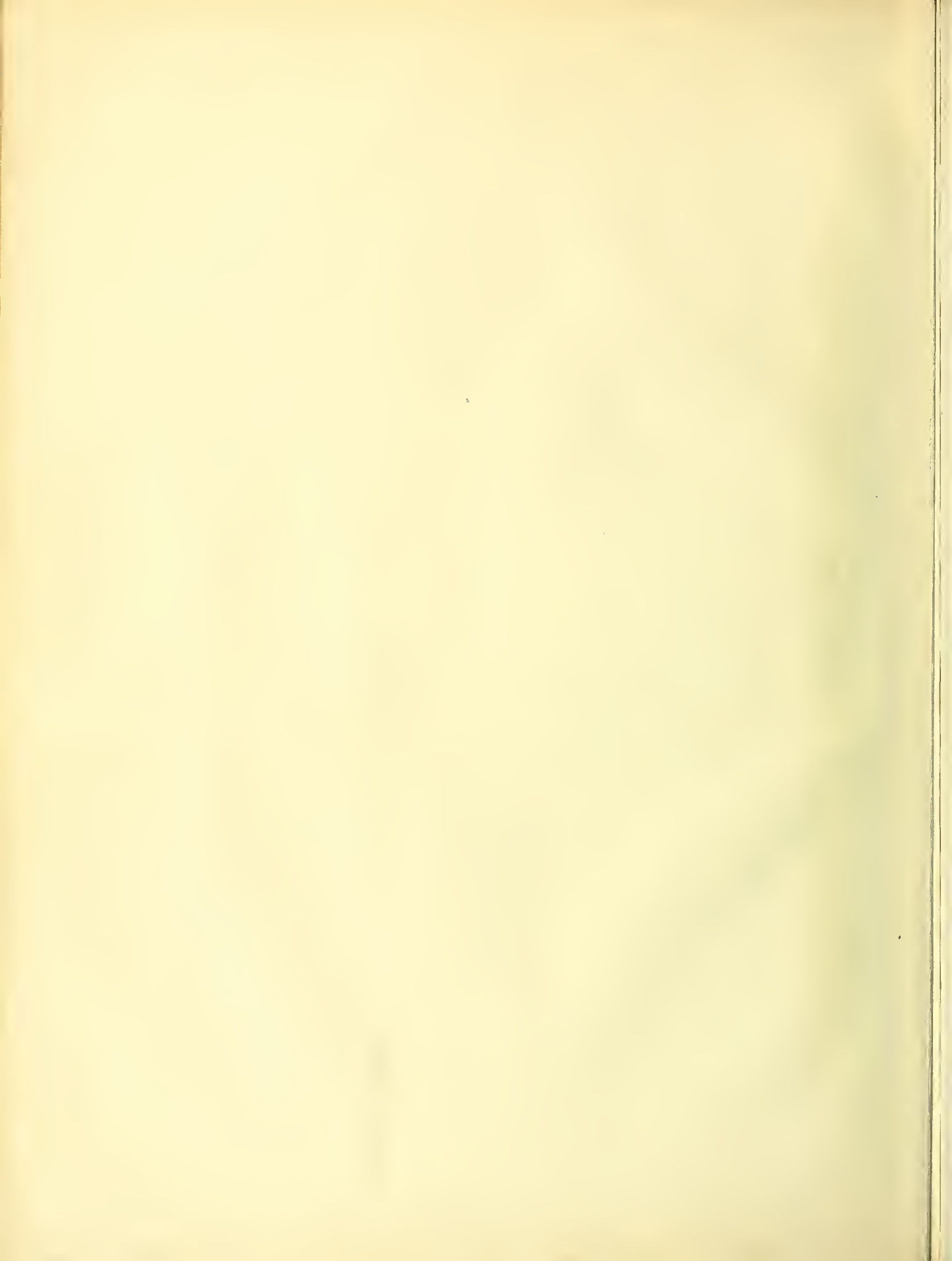


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INSTITUTE OF GOVERNMENT
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CHAPEL HILL

SPECIAL STUDY

MARCH, 1960


CHANGES MADE IN
PRISON LAW AND ADMINISTRATION
IN NORTH CAROLINA
1953 - 1960

Prepared for the
NORTH CAROLINA PRISON DEPARTMENT
by
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and
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FOREWARD

This study has been prepared in compliance with a request made by Director of Prisons W. F. Bailey to the Institute of Government for a report on changes made in prison law and administration in North Carolina during the period from September 1953 through March 1960. The facts assembled depict a moving picture of progress extraordinary both in scope and intensity. This study has been published in the belief that it will serve as a guide and as an inspiration to those with the responsibility for continuing the development of a program of progress that should soon bring North Carolina abreast the leaders of American penology.



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TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
ADMINISTRATION	2
<u>Starting Point</u>	2
Controlled by SH&PWC	2
No Continuity	3
Operational Diversity	3
<u>Accomplishments</u>	4
Internal Organization	4
Staffing Patterns	4
Written Policies	4
Drafting	5
Adoption	5
Promulgation	6
Scope	6
Separation	6
1955 Legislation	7
Separation Plan	9
Separation Legislation	10
Fiscal Control	13
Program Budget	14
Central Services Revolving Fund	15
Prison Enterprises Revolving Fund	16
Accounting Systems	16
1957-59 Biennium	18
1959-61 Biennium	18
Budget Preparation	19
General Control	20
PERSONNEL	21
<u>Starting Point</u>	21
<u>Accomplishments</u>	22
Staff Expansion	22
Staff Stability	23
Increased Inducements	24
Raised Qualification Standards	26
Improved Recruitment	28
Training Programs	30
Instructors' Training Course	31
Basic Course for Custodial Officers	32

1	Internal Organization	Internal Organization
2	Staffing	Staffing
3	Training	Training
4	Equipment	Equipment
5	Procedures	Procedures
6	1955 Legislation	1955 Legislation
7	1957 Legislation	1957 Legislation
8	1959 Legislation	1959 Legislation
9	1961 Legislation	1961 Legislation
10	1963 Legislation	1963 Legislation
11	1965 Legislation	1965 Legislation
12	1967 Legislation	1967 Legislation
13	1969 Legislation	1969 Legislation
14	1971 Legislation	1971 Legislation
15	1973 Legislation	1973 Legislation
16	1975 Legislation	1975 Legislation
17	1977 Legislation	1977 Legislation
18	1979 Legislation	1979 Legislation
19	1981 Legislation	1981 Legislation
20	1983 Legislation	1983 Legislation
21	1985 Legislation	1985 Legislation
22	1987 Legislation	1987 Legislation
23	1989 Legislation	1989 Legislation
24	1991 Legislation	1991 Legislation
25	1993 Legislation	1993 Legislation
26	1995 Legislation	1995 Legislation
27	1997 Legislation	1997 Legislation
28	1999 Legislation	1999 Legislation
29	2001 Legislation	2001 Legislation
30	2003 Legislation	2003 Legislation
31	2005 Legislation	2005 Legislation
32	2007 Legislation	2007 Legislation
33	2009 Legislation	2009 Legislation
34	2011 Legislation	2011 Legislation
35	2013 Legislation	2013 Legislation
36	2015 Legislation	2015 Legislation
37	2017 Legislation	2017 Legislation
38	2019 Legislation	2019 Legislation
39	2021 Legislation	2021 Legislation
40	2023 Legislation	2023 Legislation

	<u>Page</u>
Refresher Course for Custodial Officers	33
Course for Custodial Supervisors	33
Course for Rehabilitation Personnel	33
Other Training Programs	33
Career Opportunities ,	34
 CAPITAL IMPROVEMENTS	 38
<u>Starting Point</u>	38
<u>Accomplishments</u>	39
Headquarters Building	39
Central Prison	39
Functions	39
Original Facilities	40
Improvements Prior to 1950	41
Improvements Since 1950	41
Present Capacity	44
Present Condition	44
Women's Prison	45
Functions	46
Original Facilities	46
Improvements	47
Polk Prison	50
Functions	50
Original Facilities	51
Improvements	51
Caledonia Prison	52
Functions	52
Original Facilities	52
Improvements	52
Odum Prison	53
Ivy Bluff Prison	54
Youth Centers	55
Prison Hospitals	57
Field Units	59
Functions	59
Basic Facilities	60
MacCormick's Recommendations	61
Improvements	61
1st Division	62
2nd Division	63
3rd Division	63
4th Division	64
5th Division	64

	<u>Page</u>
6th Division	65
7th Division	65
8th Division	66
9th Division	68
10th Division	68
11th Division	69
12th Division	70
13th Division	71
14th Division	72
Recapitulation	73
 CUSTODY AND DISCIPLINE	 76
<u>Starting Point</u>	76
<u>Accomplishments</u>	77
Better Facilities	77
Better Equipment	78
Better Personnel	79
Escape Law	80
Custodial Agents of the Director	82
Classification of Felons Serving Misdemeanor Sentences . . .	82
Treatment of Inmates Inflicting Self-Injuries	83
Improvements in Methods	84
 CLASSIFICATION	 86
<u>Starting Point</u>	86
<u>Accomplishments</u>	87
Policies	87
Classification Committees	88
Classification Section	88
Inmate Labor Analyst	88
Inmate Job Placement	89
Classification for Work Release Privileges	90
Reception Center	90
Unit Classification	91
Legislation	93
Mental Health Project Grant	94
Inmate Records	95
 MEDICAL SERVICES	 96
<u>Starting Point</u>	96

	<u>Page</u>
<u>Accomplishments</u>	96
Personnel	96
Policies	97
RELIGIOUS SERVICES	98
<u>Starting Point</u>	98
<u>Accomplishments</u>	98
Personnel and Facilities	98
Policies and Programs	98
INMATE EDUCATION	100
<u>Starting Point</u>	100
<u>Accomplishments</u>	100
At Central Prison	100
At Women's Prison	101
At Caledonia Prison	102
At Polk Prison	102
At Field Units	102
On-the-job Training	103
Job Placement for Released Inmates	103
Legislation	106
INMATE RECREATION	107
<u>Starting Point</u>	107
<u>Accomplishments</u>	107
Policy	107
Facilities and Program	108
INMATE EMPLOYMENT	109
<u>Starting Point</u>	109
<u>Accomplishments</u>	110
Road Work Retained	110
Enterprises Expanded	112
Population Analysis	112
Potential Determined	112
Controlling Factors	113
Organization	115
State-Use Law	117

	<u>Page</u>
Diversification	120
Industrial Plants	120
Farming and Food Processing	121
Laundries	130
Forestry Program	131
Flood, Hurricane, and Soil Erosion Control	135
Other Labor Services	135
Finances	136
Work Release Program	138
 OTHER PROGRAMS AND SERVICES	 141
 <u>Rehabilitation of Alcoholics</u>	 141
Extent of the Problem	141
Treatment Possibilities	141
Alcoholics Anonymous Program	142
Arrangements	143
Organization of New Groups	143
Frequency and duration of meetings	143
Attendance	144
Refreshments	144
Literature	144
Alcoholic Counseling	145
Special Activities	145
Results	145
 <u>Coordinator of Negro Activities</u>	 146
 <u>Food Services</u>	 147
Importance	147
Master Menus	147
Meal Patterns	148
Central Requisitioning	148
Policies and Training	148
Budget Controls	148
Facilities	149
Sanitation	149
 SUMMARY	 151

INTRODUCTION

Seven years ago the State Prison System was on the threshold of a period of progress without parallel in the ninety years of its history. Progress is always relative. Therefore, this report describes some of the conditions in the North Carolina Prison System in 1953 in order to enable the readers to appreciate fully the remarkable accomplishments by 1960.

Nor is it enough to know merely what has been done. Progress can be viewed in proper perspective only by one with some apprehension of the magnitude of obstacles that have been overcome. Accordingly, this report includes a description of some of the difficulties that have confronted prison officials in North Carolina during the past seven years. These have included complications caused by an exceptionally heterogeneous and ever changing inmate population which has nearly doubled in size since the end of World War II.

Many people have played a part in bringing about the achievements that have transformed the State Prison System in the period covered by this report. A revolution of this magnitude could not be attributable to one man. However, the chief burden of leadership during this time of change and development fell upon Colonel William F. Bailey, who has devoted six years and seven months of his life to single-minded service as Director of Prisons. His resignation, effective 1 April 1960, was reluctantly accepted by Governor Luther H. Hodges, who expressed deep appreciation for the services rendered by Director Bailey "during a momentous and critical period which has seen the establishment of the Prison Department as an independent agency, and vast improvements in all phases of prison administration in North Carolina."

ADMINISTRATION

Starting Point

Controlled by SH&PWC

In 1953 administrative control of the State Prison System was still vested in the State Highway and Public Works Commission under legislation enacted in 1933. The merger of the prison and highway systems had been motivated frankly by financial considerations, which were of compelling importance to a legislature working with shrinking revenues to meet expanding needs for state services in the depths of a great economic depression. Under this arrangement prisons were supported from appropriations out of the Highway Fund, but extensive employment of prisoners on road work at an arbitrarily determined daily rate permitted estimated expenditures for prison operations to be balanced by estimated receipts so that the prison system appeared to be self-supporting.

For seventeen years this solution for the problems of prison support and prisoner employment seemed to be satisfactory to the general public, and no significant attacks were made upon the administrative arrangement that vested control of prison affairs in the State Highway and Public Works Commission. Then in 1950, at the request of the Prison Advisory Council created by the 1949 General Assembly, the Commission engaged Dr. Austin H. MacCormick, Executive Director of the Osborne Association, to make a survey of the prison system. His chief recommendation was that a separate department be created to receive control of the prison system from the State Highway and Public Works Commission. A bill for this purpose was introduced in the 1953 General Assembly by Representative John Umstead, but it failed to win a favorable committee report and died in the House.

No Continuity

From the establishment of the State Highway and Public Works Commission in 1933, the chairmanship and all or most of the membership had been changed by every new Governor. The Commission appointed the Director of Prisons, determined his powers and duties, and could discharge him at any time with the consent of the Governor. Prison personnel subordinate to the Director could be discharged at will by the Commission.

The original appointment of Colonel W. F. Bailey as Director of Prisons in late 1953 amounted to the twelfth time in twenty years that the executive leadership of the Division of Prisons had been changed. Turnover at subordinate levels had likewise been frequent, with political considerations often playing a major part in personnel decisions. The State Prison System had unquestionably suffered from lack of continuity in central administration and from lack of staff stability in the widely scattered prison units.

Operational Diversity

Another factor adversely affecting prison administration was the tendency for lines of loyalty to run from prison personnel toward the resident Highway Commissioner so that effective control became centered in division officials rather than in the Director of Prisons. The inevitable result was a confusing diversity in methods of dealing with similar problems at the separate units of the prison system. It is not surprising, therefore, that Director Bailey found neither meaningful organization charts nor clearly established staffing patterns nor a written policy manual available for his guidance when he assumed the then rather indefinite responsibilities of his office.

Accomplishments

Internal Organization

Changes in the statutory framework of the State Prison System had to await action by the General Assembly, but immediately after assuming office Director Bailey began to develop an internal organization to achieve a proper division of responsibilities and sharply delineated lines of authority. The central office staff was increased as necessary to achieve effective administrative control and to prepare for the anticipated separation of the prison system from the highway system. The evolutionary process initiated in the final quarter of 1953 is still continuing, but an internal organization has been developed that has stood the test of separation and that now clearly covers the major functions of a modern correctional system.

Staffing Patterns

Another administrative measure started by Director Bailey in 1953 was the development and continuing study of staffing patterns for all units of the prison system. This, too, is a never ending task because changing conditions at the various units require corresponding changes in staffing patterns. It is relatively easy, however, to correct such patterns now that they have been developed on the basis of written policies respecting the administration of the units.

Written Policies

Perhaps the most significant of all the many innovations instituted by Director Bailey to facilitate sound administration of the prison system was the establishment of a system for developing and keeping current written policies for the guidance of prison personnel. Although some changes have

been made in the format and in the precise procedure for adoption, chiefly to accord with changes made in the statutory structure for prison administration, the essential features of the process for policy formulation instituted six years ago are still being followed.

This process takes advantage of the findings and opinions of the foremost authorities and of the combined experience and judgment of the prison personnel directly concerned. Provisions finally approved by the governing authorities of the prison system (formerly the State Highway and Public Works Commission and the Prison Advisory Council; now the Prison Commission and the Director of Prisons) are placed in the Prison Department Guidebook, copies of which are available to personnel throughout the prison system.

Drafting - The research and writing services of the Institute of Government at the University of North Carolina are employed to prepare a tentative draft of Guidebook material. This material is distributed to key personnel of the prison system for critical study. Each official receiving the material meets with his subordinates to discuss it and to elicit their ideas on the subject matter. An effort is made to give each employee an opportunity to express himself concerning Guidebook provisions covering his responsibilities.

Adoption - After sufficient time has been allowed to permit careful scrutiny and full discussion of material issued in tentative form, a meeting is held at the Institute of Government attended by key prison officials. At this meeting the fruits of the discussions in the field are gathered. Corrections in the tentative draft are made to reflect the best thinking of all concerned. The corrected draft is submitted to the Prison Commission for study. After making any corrections that they deem necessary, the Commission formally approves of the policy proposals.

Promulgation - Approved policies are inserted in the proper place in the alphabetically organized looseleaf Guidebook, and promulgated at a meeting of key personnel held at the Institute of Government. Here any changes made in the tentative draft by the Prison Commission are explained. Officers receiving the new material are required to hold similar instructional sessions with their subordinates so as to assure that all employees affected are fully informed about and understand established policies and procedures.

Scope - Policies have been completed for most of the important phases of prison operations. There are some policies in process of formulation now. Since all policies are subject to change as conditions require modification, this too is a never ending task. But a great distance down the road toward the goal of an orderly and effectively administered prison system has been traveled since the first written policy was formulated, adopted, and promulgated to prison personnel for study and compliance six years ago.

Separation

During 1954 the Commission on Reorganization of State Government studied the statutory structure for the administration of the prison system and the factors pertinent to the question of whether the time had come to separate the prison and highway systems. They found that much had been done to improve prison administration in North Carolina during the four years following the Osborne Association survey conducted by Dr. MacCormick, and that the rate of progress was steadily increasing. However, they were unable to find or to formulate a plan for separation feasible for implementation by the 1955 General Assembly. They were not opposed in principle to such separation nor did they conclude that no workable plan for this change could ever be formed. But they submitted a report to Governor Luther H. Hodges expressing their conviction that separation should not take place until adequate preparation had been made, including cost studies and a definite plan.

1955 Legislation - Although the Commission on Reorganization of State Government did not recommend that the prison system be separated completely from the highway system in 1955, they did recommend legislation to give the Director of Prisons a much greater degree of independence and effective authority to administer the prison system within the framework of the existing organizational structure. These recommendations were supported by Governor Hodges and the highway and prison officials. They were enacted into law by the 1955 General Assembly.

This legislation changed the statutory provisions respecting the appointment and removal of the Director of Prisons, transferred to him many of the administrative powers and duties respecting prisons previously vested in the State Highway and Public Works Commission, gave the Prison Advisory Council a veto power over prison regulations, and prohibited prison supervisory personnel from using their positions to influence elections or the political action of any person.

The new law's provisions respecting appointment of the Director of Prisons established a set term of years expiring one year after a new Governor takes office. Director Bailey was reappointed by the State Highway and Public Works Commission with the approval of Governor Hodges for a term to expire January 1, 1958. Thereafter, the law provided that all appointments should be for a four-year term. The Director could be removed by the State Highway and Public Works Commission with the Governor's approval, but only for cause after notice and hearing. In case of the death, resignation, or removal for cause of a Director of Prisons, his successor was to be appointed to fill out the unexpired term.

These changes in the method of appointing and removing the Director of Prisons were made to promote continuity in administration. As expressed

in the report of the Commission on Reorganization of State Government, the chief purpose was to provide a fixed term long enough to permit a Director to plan and to place in operation a program of improvements. The final year of the term was made to overlap the term of a new Governor so that he and any new highway commissioners that he might appoint would have an opportunity to become intimately acquainted with the work and qualities of a Director before either reappointing or replacing him.

Administrative powers and duties transferred from the State Highway and Public Works Commission to the Director of Prisons by the 1955 legislation included almost all that relate to the custody and treatment of prisoners, except the power to contract for their hire. This and all other functions of a financial nature respecting prisons were continued as the responsibility of the State Highway and Public Works Commission. However, the Commission lost and the Director gained the power to hire and fire personnel subordinate to him. The Director also gained the power to formulate prison rules and regulations, subject to the approval of the Prison Advisory Council, the State Highway and Public Works Commission, and the Governor.

Giving the Director of Prisons the function of formulating initially all prison rules and regulations served to emphasize the evident intention of the legislators to make the Director the official immediately responsible for proper administration of the prison system. Giving the Prison Advisory Council the power to disapprove of regulations not to its liking increased the importance of an agency created for the purpose of promoting in the prison system modern concepts and experience directed toward the rehabilitation of prisoners. Each of the many changes made in the statutes relating to prison administration were obviously calculated to facilitate

preparation for complete separation of the prison system from the highway system.

Separation Plan - In his message to the 1955 General Assembly, Governor Hodges expressed his opinion that the prison system should be separated from the highway system as soon as a feasible plan could be formulated. The General Assembly, taking cognizance of the Governor's views and those of the Reorganization Commission, passed a joint resolution directing the Chairman of the State Highway and Public Works Commission, the Chairman of the Prison Advisory Council, and the Director of Prisons to take measures to determine the feasibility of separation, and to submit a report thereon to the Governor for transmission to the 1957 General Assembly.

Commission Chairman A. H. Graham, Council Chairman William McGehee, and Director W. F. Bailey instituted an extensive program of action research both to assemble adequate information about the future needs of the prison system and to prepare sound plans for meeting those needs in or out of the existing organizational structure. The Reorganization Commission had noted in its 1954 report that no budget had been prepared for an independent prison system and no plans had been made to assure adequate employment for prisoners. Removal of these barriers became one objective of the three officials charged with determining the feasibility of separation.

A division of labor was made at the beginning of the study. The State Highway and Public Works Commission assumed responsibility for: (1) estimating its requirements for prison labor and products over the predictable future; (2) devising a formula for fixing a fair rate of pay for prison labor employed on the roads; (3) identifying property that would be transferred to the prison system in event of separation. The Prison Department assumed responsibility for determining, with the assistance of the Prison

Advisory Council: (1) the probable growth of the prison population; (2) the potential market for prison labor and prison products; (3) the requisites for taking maximum advantage of this market to reduce inmate idleness and prison costs; (4) long range plans based upon an analysis of immediate and future needs for an adequate prison system; (5) budget estimates for the prison system operating under the State Highway and Public Works Commission and a second set for a separate system. The Institute of Government at the University of North Carolina was engaged to coordinate the research and to prepare the reports.

On the basis of information gathered in this manner plans for the long-range development and operation of the prison system were prepared. These plans provided reasonable assurance of sufficient employment for prisoners, and also made possible the preparation of a budget for a separate system as well as for one operating under the State Highway and Public Works Commission. From the measures taken and the facts found, Chairman Graham, Chairman McGehee, and Director Bailey concluded that separation of the prison system from the highway system would be feasible if accomplished by legislation to be effective on 1 July 1957. A report on their finding, conclusions, and recommendations was submitted to Governor Hodges, who transmitted this report to the 1957 General Assembly together with his recommendations for legislation to effect separation.

Separation Legislation - With the accolade of the administration and almost universal support of the press, the bill to effect final separation of prisons from the highway system did not appear to face formidable difficulties at the time it was introduced in the 1957 General Assembly. The gravest danger of defeat seemed to be safely passed when Governor Hodges

declared that any prison deficit would be defrayed from the Highway Fund, thereby obviating an oblique attack on the prison bill by proponents of higher pay raises for teachers and other state employees dependent upon General Fund revenues.

But though the prison separation bill easily cleared the House, it hit an unexpected snag in the Senate's State Government Committee. There a 5 to 3 vote of the committee, cast at a meeting when two members favoring the measure were absent, burdened the bill with an unfavorable report. However, the unqualified and determined support of Governor Hodges made this burden relatively light, and the bill ultimately passed the Senate altered only by an amendment barring any use of monies from the General Fund for the support of the prison system. The House concurred in the amendment. Thus, seven years after the start of the movement toward separation, a marriage contracted in the depths of the depression to meet the economic necessities of the prison system and the administrative convenience of the highway system was dissolved on its 24th anniversary. But it was a divorce with alimony since the Highway Fund remains the source of monies to meet prison expenditures in excess of earnings.

The legislation creating an independent Prison Department transferred to it all powers and duties respecting the control and management of prisons effective 1 July 1957. The Prison Advisory Council was abolished. Authority to govern the new Department is vested by this legislation in a seven-member part-time policy-making State Prison Commission and a full-time Director of Prisons responsible for proposing prison policies and for executing the laws and policies pertaining to the administrative management of the prison system.

Commission members are appointed for staggered terms by the Governor, who designates one to serve as Chairman. Four members of the first Commission were appointed for four-year terms and three members for two-year terms commencing 1 July 1957. All subsequent appointments are for four-year terms, except those made to fill vacancies occurring before expiration of the regular term. This arrangement is designed to promote continuity in prison policies by providing terms of four Commissioners overlapping the Governor's by six months and terms of the other three overlapping his by thirty months. However, the Governor may remove any member for cause.

Members of the first Prison Commission appointed by Governor Hodges for four-year terms expiring 1 July 1961 include Linn D. Garibaldi of Matthews, telephone company executive, who was designated to serve as chairman; Mrs. J. Melville Broughton of Raleigh, widow of the former Governor and U. S. Senator; Dr. M. B. Davis of High Point, a physician; and W. W. Shope, businessman and Mayor of Weaverville. Edgar Gurganus of Williamston, a lawyer, was originally appointed for a two-year term and upon its expiration was reappointed for a four-year term expiring 1 July 1963. The other original members appointed for two-year terms, Mr. T. R. Eller of Brevard, a lawyer, and Dr. William McGehee of Leaksville-Spray, industrial psychologist and Educational Director of Fieldcrest Mills, declined reappointment at the expiration of their terms. Mr. James M. Parrott, Jr., a businessman and farmer from Kinston, and Dr. Harley C. Shands, a Professor of Psychiatry from Chapel Hill, have been appointed to fill these vacancies for four-year terms expiring 1 July 1963. Dr. McGehee was chairman and Mrs. Broughton and Mr. Garibaldi were members of the Prison Advisory Council. Thus, the composition of the Commission has assured continuity as well as a broad range of experience and varied professional representation.

Relatively few changes were made by the 1957 legislation in the laws pertaining to the office of Director of Prisons. Provision was made for the appointment of a Director whose term will expire July 1, 1962, with subsequent appointments being made for four-year terms. Director Bailey was reappointed under this provision. The principle of an overlapping period during which a new Governor and Prison Commission can become acquainted with the work and qualities of a Director before reappointing or replacing him has thus been retained. As under the 1955 legislation, the appointing Commission can remove the Director only for cause after notice and hearing and with the consent and approval of the Governor. Administrative powers and duties respecting the prison system transferred from the State Highway and Public Works Commission to the Director of Prisons by the 1955 legislation remain vested in the Director, including the responsibility for hiring and firing personnel subordinate to him.

Fiscal Control

Prior to separation no appropriations were made specifically for prison operations. No system of allotments by purpose and time were established for budget control. Nor was there a system of encumbrances to insure adherence to the budget. Prison units were able to spend in excess of amounts budgeted for particular items and the resulting deficits were liquidated at the end of each fiscal year from money held in reserve from the appropriations for the maintenance of State highways and county roads. Annual deficits were usual rather than exceptional. Between 1933 and 1954 sixteen years had ended with a deficit and only five with a surplus. Since it was not the practice to force the different prison units to operate within the limits of the budget as finally formulated, it did not particularly matter that the unit heads played little or no part in budget formulation.

The Prison Division's operating budget for the biennium 1955-57 was the first one based upon estimates made at the unit level. This innovation of Director Bailey was in accordance with practice generally followed by the better prison administrators. This practice reflects a conviction that unit officials are best qualified to prepare and justify realistic budgets for their respective units to carry out policy and program decisions made at the departmental level. Furthermore, from such participation the unit officials gain an understanding of budgetary problems, policies, and procedures. However, in 1954 this practice was a new one in the prison system and the officials were terribly handicapped by lack of records as well as by lack of experience.

During the biennium 1955-57, the prison officials made a determined effort to achieve effective budget control, and to assemble accurate cost data and reliable statistical indices so that realistic budgets could be prepared for the next biennium. An accountant was employed by the Prison Department on 1 January 1956. But so long as the Prison Division had to depend upon the Accounting Department of the State Highway and Public Works Commission for basic accounting service and so long as the Division of Purchase and Contract controlled the operations of the central warehouse and prescribed basic procedures for prison purchases, there were decided limits on what could be accomplished by prison officials in this area.

Program budget - The Prison Department was among the agencies selected to present program budgets to the 1957 General Assembly in addition to and as an alternative to the regular line item budget. The program budget for the prison system was prepared on the assumption that separation from the highway system would take place on 1 July 1957. It was also prepared on the assumption that two revolving funds would be established, one for

central services operating on a break-even basis entirely within the prison system, and one for prison enterprises operating on a profit basis and serving other State agencies as well as the prison system. Both of these funds were established by the 1957 General Assembly.

Central Services Revolving Fund - The revolving fund for Central Services included money needed for an inventory of materials for a new construction and maintenance warehouse as well as amounts required to operate other central warehouses for 60 days. At the end of that period it was anticipated the mark-up on materials and services sold to the several units would cover operating overhead.

The organization of Central Services made possible by this fund and by provision of adequate warehousing space has enabled the Prison Department to increase efficiency while realizing significant economies in rendering drug, warehousing, maintenance and construction services to the various units of the prison system. Medicinal supplies are purchased in bulk at considerable savings and stored in the central drug laboratory for issue in appropriate quantities as requisitioned by prison units. Food and other operating supplies are purchased in large quantities or sent in from prison farms and enterprises and stored in the central warehouse for issue and delivery under a system that permits a measure of control and consequent economy never before possible. Completion of a new warehouse and storage yard for the construction and maintenance section has resulted in large savings effected by bulk buying, central control of spending, elimination of small purchase orders of a routine nature, and reduction to a minimum of emergency purchase orders.

Motor vehicle equipment formerly rented from the Highway Department was transferred to the Prison Department upon separation of the two agencies.

Equipment rentals to prison units are now handled by a section of Central Services.

Prison Enterprises Revolving Fund - Establishment of the Prison Enterprises Revolving Fund has enabled the Prison Department to purchase raw materials in large quantities when the market is favorable, to make major repairs and equipment replacements as they become necessary, and to plan for and effect improvements and expansions when conditions are auspicious. All revenues from prison enterprises are deposited in this Fund and it is used for all capital and operating expenditures necessary to develop and operate prison enterprises. When, in the opinion of the Governor, the Prison Enterprises Fund has reached a sum in excess of requirements for these purposes the excess may be used for other prison purposes or may be transferred to the General Fund as the Governor may direct. Thus, financial flexibility needed for effective administration and orderly and economical expansion of prison enterprises has been achieved without the loss of the measure of control by the Governor necessary to assure against any Prison Department action contrary to the higher interests of the State as a whole.

Accounting Systems - In December, 1956, the Charlotte firm of Haskins and Sells was engaged to study the accounting and related procedures of the prison system operating under the State Highway and Public Works Commission with a view to the possibility that a separate Prison Department would be established by the 1957 General Assembly. When the separation bill was passed action was taken to establish accounting systems and management controls that could be placed into operation on 1 July 1957. In view of the few weeks available for this purpose, it is particularly remarkable that systems and controls were established and personnel were trained in time.

The accounting systems and management controls established provide for decentralizing budgeting and accountability to all major echelons of the Prison Department and for development of information required by key personnel for effective control of those parts of the budget for which they are responsible. These systems were also designed with a view both to the complexity of prison operations and to the fact that the prison system is in a state of flux and rapid growth. It was not possible initially to provide all the records and reports theoretically applicable; only those tools necessary for the degree of control appropriate to the existing organization and programs were provided. It has, therefore, been necessary to alter the accounting systems and modify the management controls from time to time since separation in order to keep pace with developments in other areas of prison administration.

The accounting systems and management controls provide data in three major classifications. First, accounting data relevant to each organizational unit is provided in terms of functions assigned to that unit. Second, information on each function (general administration, custody, rehabilitation, enterprises, central services and plant maintenance) is compiled for use by the Director of Prisons and his Assistant Directors. Third, an accounting is maintained of the operations of each fund: operating, central service, enterprise, capital improvement, special (E.g., welfare and inmates' trust funds).

Centralized control of inventories and of equipment purchases, utilization, and disposition has been established. Meaningful cost records have been developed. Uniform reporting from institutions and field units on all fiscal operations, including storebox and welfare and inmates' trust funds,

has facilitated headquarters supervision. Monthly reports prepared by the Central Office for institutions and field units on the status of their respective budgets and other fiscal affairs have permitted the officers in charge to know where they stand and what they need to do to stay within their budgets and to discharge their other fiscal responsibilities.

1957-59 Biennium - Control of its own fiscal affairs has enabled the Prison Department to effect significant economies. At the close of the first year following separation the savings against budgeted expenses amounted to \$418,728. At the close of the second year an additional savings of \$373,497 could be attributed to better management. Although accounting records were not maintained prior to separation on a basis which would permit a valid comparison to be made of specific figures, the savings against budgeted figures made possible by the marked improvements in accounting, budgeting, and business management after separation stand out in strong contrast to the deficits that were customary under the former administrative arrangement.

1959-61 Biennium - The 1959-61 budget is the first one prepared following separation and, therefore, it is the first one to reflect the independent thinking of the Prison Department's governing authorities as to their needs for the effective operation of the State Prison System. The officials of the Prison Department were terribly handicapped in preparing this budget by the lack of reliable information on which to base estimates. Nevertheless, with the first year under the budget three-quarters over, it is apparent that a remarkably good job was done. The Prison Department is operating efficiently within the limits of its budget.

Budget Preparation - The Prison Department is currently engaged in preparing budget estimates for the 1961-63 biennium. This will be the second biennial budget prepared since the prison and highway systems were separated, but the first one based upon indices and data assembled by the Prison Department in the course of independent operations.

Preparation of the "A" budget, which simply extends current services over anticipated increases in the prison population, is by no means easy with only one biennium of independent operations upon which to base projections. The task of preparing the "B" budget, which must translate into fiscal terms plans and projects for extending and increasing services, is made even more difficult by this lack of experience. However, preparation of budget estimates for the next biennium is neither so difficult nor so dangerous an undertaking as was preparation of the initial budget when the new Department was working without any records reflecting the needs of the State Prison System under independent administration.

As prison personnel gain experience and as the accuracy and availability of fiscal records increase, so will the ease with which proper prison budgets can be prepared. The Prison Department has thus far been using only the basic mechanical equipment required for accounting purposes. It was not initially considered necessary to obtain punched card tabulating equipment. However, the increases that have occurred in the volume of data to be processed now warrant the utilization of this equipment. A punched card system is currently being installed, which will increase the effectiveness of budget control and facilitate fiscal planning.

General Control

Prison Department functions are exceptionally complex not only because of the great variety of activities carried on by the Department but also as a consequence of the geographical dispersion of the ninety-five units comprising the State Prison System. There must be a considerable measure of discretionary authority vested in the administrative head of each unit. However, too much autonomy is hurtful. There was clearly too little centralized control of prison management in 1953. Changes made in the basic law and the development of implementing written policies have enabled the governing authorities of the Prison Department to achieve effective general control of prison operations.

There is no longer any question about the extent of the Director's power. This question was resolved by the legislation which vested in him effective authority to administer the Prison Department and to hire and fire his subordinates. Vesting policy-making power in a Prison Commission concerned solely with prison affairs has also had a salutary effect. The multifarious methods of performing similar functions which once prevailed in the State Prison System have been supplanted by desirable uniformity.

— 252 —

PERSONNEL

Starting Point

Colonel W. F. Bailey first assumed the duties of Director of Prisons on 1 September 1953. He was the fourth man in less than four years to occupy the office. His first appointment was for no set term and he was subject to removal at any time by the State Highway and Public Works Commission with the approval of the Governor. The Commission had by statute the power to hire and to fire at will other prison personnel, but by its regulations this power was delegated to the Director of Prisons to be exercised subject to the approval of the Chairman of the State Highway and Public Works Commission.

The method of appointing prison personnel facilitated political interference. Insecurity of tenure, low salaries, long hours, and the lack of an open avenue for advancement made it difficult to recruit and retain the type of personnel needed for the prison service. The custodial force was made up in large part of men who did not look upon their work as a career but merely as a temporary job to be left as soon as a better one could be found. Efforts that had been made to develop training programs had been rendered relatively ineffectual by the rapid turnover of personnel. Consequently, development of a professionalized prison service had not been possible and there were too few tested leaders ready for the responsibilities of the next higher position. No more than a beginning had been made toward development of a staff and a system for exercising effective central control and supervision of the 94 prison units comprising the State Prison System.

Accomplishments

Staff Expansion

There were approximately 1,250 persons employed in the prison service in 1953. Guards and their supervisors comprised the whole or a major part of the staff at most units of the prison system. There were relatively few skilled technicians to train and direct the work of inmates, just enough medical personnel to meet bare necessity, and a skeleton staff for classification, education, recreation, and religious programs. Dependence was placed on other divisions under the State Highway and Public Works Commission for much of the business management and almost all of the accounting functions. More administrative, accounting, and clerical personnel had to be obtained and trained before the headquarters staff could assume responsibility for administering an independent prison system. More professional and technical personnel were needed to develop and supervise varied employment and rehabilitation programs for inmates.

There are now approximately 1,800 persons in the prison service and about 180 different personnel position classifications. Most members of the prison service are still concerned primarily with custodial and feeding functions, but those employed for other purposes are steadily increasing in numbers and in importance. There are about 170 employed to manage prison enterprises and supervise the work of inmates assigned to this program, which serves a rehabilitative purpose while reducing prison costs. More than 100 persons are employed in other rehabilitation programs. Nearly 100 persons are employed in supporting services and over 75 in administration at the headquarters and unit levels.

Staff Stability

Director Bailey has been in office for over six and a half years. This is the longest period that the prison system has been continuously under the executive leadership of one individual since George Ross Pou's superintendency ended with the merger of the prison and highway systems in 1933. This extraordinary tenure has been possible because Governor Hodges twice approved the reappointment of Director Bailey, whose original appointment was approved by Governor Umstead. The steadfast support given Director Bailey by both Governors and both Commissions under whom he has served has afforded him an opportunity to achieve sorely needed staff stability both at the headquarters level and in the units of the prison system.

Director Bailey has taken full advantage of this opportunity. At the time of his first meeting with the supervisory personnel of the prison system, he announced his intention to recruit, retain, and promote prison personnel on the basis of fitness to perform the functions of the position involved. He said he would be guided in all personnel decisions by what appeared to be best for the State Prison Service. His record speaks eloquently for the sincerity of that original statement respecting his attitude toward personnel matters.

Mention has already been made in this report of the statutory changes made by the General Assembly in 1955 and 1957 to promote stability in the prison system personnel structure by providing a four year term for the Director of Prisons and by vesting in the Director the power to appoint, promote, and discharge subordinate personnel. These changes have provided as much security of tenure for prison personnel as seems desirable during the transitional period when a new system is being developed.

Increased Inducements

Inducements to enter the prison service and make prison work a career have been increased considerably since 1954. Provision of adequate housing for married employees at units located where it is not available in the community is one measure that has been and is being taken. Improved guards and matrons quarters is another. Salaries have been raised and working hours have been reduced; however, all officials concerned realize that much more must be done in this regard.

Approximately 78 percent of the total number of prison employees earn a salary of less than \$300 per month; this group includes most of the custodial, clerical, and maintenance employees. Skilled tradesmen, supervisors, and administrative assistants comprise about 19 percent of the total and earn between \$300 and \$500 per month. The remaining three percent are the higher paid executives and professional personnel of the Department.

The Prison Department expects to be able to make salary range adjustments for some prison positions, most of them in the custodial area, within the limitations of appropriations for the present biennium. Details are currently being worked out with the Personnel Department. It also appears probable that additional funds will be requested in the budget for the next biennium to bring the salary scales for certain classifications more in line with what is necessary to obtain and retain the services of the sort of persons needed for those positions.

Early in his administration Director Bailey instructed members of his staff to work upon the closely related problems of unit custody policies, unit staffing patterns, and working hours for custodial personnel. This was a long neglected area and the problems were extremely complicated. Progress had to be made in steps.

One step was taken during the 1955-57 biennium when sufficient additional guards were employed to permit reduction of regular working hours for field unit guards from a schedule of 84 hours one week and 60 hours the next week to 72 hours one week and 60 hours the next. Another step was taken when field unit custody policies were formulated and corresponding staffing patterns were developed based upon the custodial classifications of the units. Several alternative proposals for additional steps have been formulated and are now under study. The ultimate goal is to bring the hours of custodial personnel in line with those of other State employees.

A factor complicating the problem is the need for a number of guards in a standby status at field units after regular working hours. These guards are used to supplement the night guards during certain periods, such as when the inmates are released from the cellblock for meals or for yard privileges. Extra guards are also needed to handle any major disturbance in a manner that would prevent a mass breakout or loss of life or serious injury pending the arrival of reinforcements responding to an alarm. Day guards are used to meet these needs. A number of them must stay on and sleep at the unit. This time is not counted in the 72-60 hour schedule.

One expedient once widely used to reduce the hours of regular guards was the hiring of temporary guards on week-ends. This practice frequently created more problems than it solved. Generally speaking, temporary guards are relatively inexperienced and untrained and therefore less able to foresee and forestall trouble by detecting the symptoms in time. Furthermore, temporary guards are more likely to bring in contraband or take out uncensored letters than are guards regularly employed. It is now the policy of the Prison Department to reduce the use of temporary guards to an absolute minimum.

Raised Qualification Standards

The authority of the Director of Prisons to appoint prison personnel is subject to provisions of the State Personnel Act and administrative rulings made thereunder. A survey of the personnel needs of the State Prison Department made by the State Personnel Department and approved by the Governor has fixed the number of positions, established job specifications and minimum employment standards, and set salary schedules. Adjustments within the framework of the approved salary and position classification schedule may be made, but only when approved by the State Personnel Director. Appointments may be made only to fill established positions and all appointments are subject to the approval of the State Personnel Director as to whether the persons selected meet the qualification standards for the positions.

Many new positions have been established for the Prison Department during the past six years. In every instance Director Bailey has endeavored to have the qualification standards raised as high as the nature of the work and the salary that could be offered would reasonably warrant. When questions have been raised about possible changes in existing qualification standards, Director Bailey has consistently favored higher rather than lower standards.

In addition to meeting the qualification requirements for a particular position, applicants for employment with the State Prison Department must be free from certain disqualifications. The law forbids employment of persons addicted to the use of intoxicating liquors in any position that requires the incumbent to have any charge or direction of inmates. Prison rules and regulations prohibit the employment of such persons for any position in the

prison service. A duly adopted Prison Department policy provides that no person who is addicted to the use of a habit forming drug shall be employed in the prison service. The same policy provides that any record of a conviction for a crime (except minor traffic violations), whether or not the applicant actually served a sentence, shall make the person ineligible for employment in a position requiring supervision of or frequent contact with inmates. The record and reputation of a candidate for a position in the prison service must be such that there will be no basis for questioning his or her integrity, sobriety, and moral fitness.

Completion of grammar school is the present minimum educational requirement for guards. Higher categories call for at least a high school education or successful completion of a high school equivalency examination. An effort is made to fill guard positions with persons with a high school education or ability to pass an equivalency examination to qualify for advancement as opportunities open.

No person may be employed to perform custodial duties who is over 45 at the time of employment. To the extent possible, only persons between the ages of 25 and 45 inclusive are employed as custodial officers at maximum and close custody units.

The background of each applicant is investigated. This investigation covers the applicant's character, criminal record, personal habits, previous employment, credit, and ability to supervise others. Officers making this investigation have been directed not to submit applications if the character or reputation of the applicant is such that his appointment would reflect discredit upon the Prison Department, or if the applicant does not meet the minimum qualification standards for the position. All applicants for custodial positions must also pass a medical examination.

Improved Recruitment

The Prison Department now has its own personnel officer. One of his functions is general supervision of recruitment for the prison service and certification of applicants found to be qualified.

Efforts to fill vacancies are normally initiated at the unit where the person will work if employed. The officer in charge of this unit makes use of local sources of information about persons seeking employment and local media for publicizing the fact that positions are open. When his efforts prove to be insufficient, the help of the Prison Department's personnel officer is enlisted to extend the scope of the search as far as may be necessary to obtain qualified applicants.

Applications are forwarded, with appropriate endorsements, through regular channels to the personnel officer. He reviews them and processes those found qualified through the State Personnel Department. A list of persons cleared for appointment is maintained by the personnel officer and from this list the Director of Prisons may fill positions as they become vacant.

Appointments are not made to positions above the rank of guard until the applications of persons recommended have passed through the regular channels, including the State Personnel Department, and final approval has been given by the Director of Prisons. Guards are hired without the prior approval of the Director, but only with the understanding that their employment will not continue unless approved by him.

The State Personnel Department and the Employment Security Commission are working with the Prison Department to improve recruitment for the prison service. The Prison Department expects to make the fullest practicable use

of the Employment Security Commission's local offices. To this end a plan has been worked out by the three agencies which is currently under study.

This plan calls for all vacancies, present and anticipated, to be reported to the appropriate local offices of the Employment Security Commission, and for all application to be channeled through these offices where the applicants are to be required to take a general ability test. After processing in the local Employment Security Office, the applications are to be referred to the appropriate unit head or to the Prison Department's personnel officer.

The plan also calls for the widest practicable publicity to be given to job opportunities in the State Prison Service. An attractive one-page announcement stating the best aspects of prison job openings is to be published periodically and distributed to the local Employment Security offices, high school principals and superintendents, law enforcement agencies, and prison personnel. Unit heads or their supervisors will deliver copies of this announcement to local newspapers, radio, and television stations and endeavor to get spot announcements and generalized news stories of local opportunities with the prison service. Funds are to be made available for classified advertizing of prison job openings when this is deemed necessary by the manager of the local Employment Security office.

An applicant screening committee is to be established at the prison division level to develop a list of approved applicants from which selection may be made. The minimum education requirement for guards is to be raised to 8th grade or equivalent plus a minimum score on a test of general ability. High school graduation or its equivalent will continue to be the desirable standard for guards.

Training Programs

As previously stated in this report, one of the first steps taken by Director Bailey to improve prison operations was the establishment of a system for developing and keeping current written policies for the guidance of prison personnel. The Institute of Government has participated from the inception of this program and the procedures adopted for the development of the Prison Department Guidebook were deliberately designed to provide an excellent type of in-service training for the participating prison personnel. The Guidebook itself is an authoritative basic text and a source book for other training material.

A Custodial Officers' Training Manual and a training film were prepared and put into use by the Prison Department a year ago, following a two-day training session for the instructors. These materials have been widely used in training sessions for custodial officers and they have also been put to profitable use in orienting highway personnel respecting their custodial responsibilities.

A two-week course on food service has been developed for field unit lieutenants and institution stewards. This course was first given at Central Prison in January, 1959. It will be repeated as necessary to provide new personnel in these positions with the training that has proven to be of great value in improving food service and cutting costs.

In addition to formal training sessions and courses, increased emphasis has been placed on informal training on the job. For example, prison policy calls for all new custodial officers to be assigned to work with a seasoned officer for at least four days and longer whenever possible. Rotation of post assignments is a practice consciously adopted for its training value.

Instructors' Training Course - In October of last year the Prison Commission approved a policy on a training program for custodial officers, which hinges around an instructors' training course to be conducted by the Institute of Government. This program calls for one instructor candidate to be selected for each field unit division by the supervisor and one for each institution to be selected by the officer in charge. Selections made will be subject to the approval of the Assistant Director for Custody and Field Units. Candidates are to be selected on the basis of their potentialities for effective teaching as well as with a view to their ability to learn subject matter.

Instructor candidates will be sent to the Institute of Government for a course of instruction covering the techniques of effective teaching as well as subject matter subsequently to be taught to custodial officers. Only candidates who successfully complete the course will be certified as instructors. The course will be repeated as frequently as may be necessary to provide needed new instructors and to refresh and improve those already certified.

The first instructors' training course will be held as soon as training materials now being prepared are completed. Training manuals prepared or edited by the Institute of Government and approved by the Prison Department will be used as the basic texts both for the instructors' training course and for the training courses to be conducted by certified instructors at the institutions and field units of the State Prison System. Supplementary instructional material, including training films and other visual aids, prepared or selected by the Institute of Government and/or the Prison Department and approved by both shall be used in the training programs in accordance with principles and procedures taught in the instructors' course.

Basic Course for Custodial Officers - All new custodial officers must complete satisfactorily a basic training course. When an officer misses a training session or fails to pass the examination on the subject matter, he must attend a session on that same subject matter when it is offered in a subsequent series or in a makeup session. Persons who have been duly approved for employment but who have not yet entered the prison service are eligible to begin basic training on their own time. The officer in charge of each institution and field unit may require any custodial officer under his command to attend any session of the basic course; each officer in charge is responsible for assuring himself that his subordinates are fully competent in the subject matter of any segment of the basic course he does not require them to take.

Each division supervisor designates a field unit within his division as the place for the basic course to be given. Normally, this will be where the certified instructor is located. The officer in charge designates the place where the course is given at each institution.

Training periods at institutions are left to the discretion of the officer in charge, but the entire basic training course for custodial officers must be given at least once each six months and more frequently if needed because of personnel turnover. The basic course for custodial officers assigned to field units is broken into separate segments, each designed to be completed in one working day and each independent of any other so that an officer beginning the course at any point will not be unduly handicapped by a lack of background. One of these segments will be conducted at each field unit designated as a training station not less frequently than every two weeks, with ample notice being given of the day instruction is scheduled.

Refresher Course for Custodial Officers - Each custodial officer in the State Prison Service must take a refresher course once each year. The length and content of this course is determined by the Director of Prisons, but it must include firearms practice.

Course for Custodial Supervisors - A training course for custodial supervisors (sergeants, lieutenants, captains, and majors) is being formulated for submission to the Prison Commission. The major aim of this course is the development of supervisors who can carry out their responsibilities with maximum efficiency and satisfaction to superior officers and to subordinates. The scope of the course will include management skills, technical skills, and human relations skills.

Course for Rehabilitation Personnel - A course for personnel involved in the administration of inmate classification and rehabilitation programs is being formulated for submission to the Prison Commission. The initial course will be devoted in part to reexamination of existing policies and formulation of additional policies needed in this area. In addition, attention will be given to such questions as why men become criminals, what can be done in prison to change anti-social attitudes, and how can every member of the prison service be made a participant in the programs aimed at restoring inmates to good citizenship. When appropriate this course will include instruction in group and individual counselling techniques.

Other Training Programs - The Prison Department is working out plans with the Institute of Government for a comprehensive in-service training program to include basic training for all persons entering the prison service, advanced training in their specialties for select groups, and a continuing schedule of courses keyed to different levels of responsibility in each area of prison work.

Career Opportunities

Competent personnel for the prison service can be obtained and retained only if sufficient opportunities exist for advancement on the basis of merit. Personnel for positions requiring professional training will usually have to be obtained from outside the prison service. Personnel for top-level administrative positions must have educational qualifications beyond those which could reasonably be required for a guard. But an intelligent and energetic person of good character entering the prison service at the guard level as a young man should be able to look forward to advancement, with the help of in-service training, through stages of gradually increasing responsibility and authority, at least to the position of Major in the custodial branch of the prison service.

In 1954 completion of grammar school was acceptable training for employment as a guard. The next level at that time at field units was that of Steward. A person otherwise qualified was eligible for this position if he had completed the tenth grade and had two years experience directing the work activities of other persons or as a prison guard or in law enforcement work. If he had four years of such experience, he would need to have completed only the eighth grade. Therefore, a person with minimum qualifications when hired as a guard could advance to Steward after four years in the prison service. The Steward was second in command at a field unit.

The officer in charge of a field unit of the State Prison System was then designated Prison Camp Superintendent. Two years experience in a supervisory capacity in a penal institution or law enforcement agency and completion of high school were the requirements for this position. A person

with the minimum qualifications for appointment as a Steward would not be able to meet the educational requirements for advancement to Prison Camp Superintendent. A person with minimum qualifications at the time of appointment as Prison Camp Superintendent was eligible after two years in that office for promotion to the next higher line position of Prison Camp Supervisor.

Director Bailey discerned three major defects in the personnel structure of the field unit system as it existed when he took office. First, he saw a need for an intermediate grade between the guard level and the position of the officer who is second in command of the unit. Second, the title of "Steward" was clearly inappropriate for a line officer whose culinary duties constitute only a small part of his total responsibilities and who succeeds to command in the absence of the Superintendent. Third, the avenue for promotion from guard to Supervisor should not be closed to ambitious and deserving career men by insurmountable educational barriers.

Director Bailey eliminated the first defect by obtaining authorization to create the grade of Sergeant of the Guard. This assures the presence of a line officer to succeed to command of a field unit in event both of the top officers are incapacitated or absent for any reason at the same time. It also provides a means to test and develop the leadership qualities of custodial officers and facilitates selection of officers already proven in prison service for further advancement on the basis of their demonstrated abilities. It has been especially important to have these advantages during the years when dynamic developments increased the need for tested leaders to fill new positions and vacancies left by those who could not measure up to the increasing demands for supervisory and administrative abilities in the higher levels of the personnel structure.

The second defect was eliminated by substituting the title of Assistant Superintendent for that of Steward for the officer second in command at a field unit. Subsequently, military titles were adopted for all line officers in the field unit system. The second in command is now a Lieutenant, the officer in command is a Captain, and the division supervisor is a Major.

The third defect was the most difficult to deal with since it was clearly unwise to lower the educational standards for the rank of Captain or Major and yet experience had shown that personnel would be hard to find for lower positions if high school graduation was made a requirement. The decision finally reached by Director Bailey was to make high school graduation or its equivalent the minimum educational requirement for all line grades from Sergeant through Major.

Director Bailey's decision did not mean that a guard without a high school diploma was cut off from any chance for further advancement. There is an established procedure whereby deserving individuals may secure a diploma from the Department of Public Instruction by passing a high school equivalency test. A person securing this diploma will be acceptable to the State Personnel Department for any position requiring completion of high school.

At the time the position of Sergeant of the Guard was established only about a dozen guards could be found in the prison service who qualified for promotion to this position. The Prison Department had to go outside the prison service to find persons with the necessary qualifications almost every time a vacancy opened for a line supervisory officer. In contrast to conditions then it is particularly noteworthy that it has not been necessary during the past two years for the Prison Department to look beyond the prison service for qualified persons to fill any vacancy in the positions of Lieutenant, Captain, or Major in the custodial force.

An able and ambitious young man entering the prison service as a guard at a field unit can now acquire training and experience, demonstrate leadership ability, and advance through the grades of Sergeant of the Guard, Lieutenant, and Captain to the position of Major in the custodial force. Efforts are being made to broaden and extend this avenue and to provide similar well-marked ways to top positions of responsibility in other branches of the prison service.

A definite method of evaluating factors considered in making promotions is being devised. These factors include exceptional performance on the job, interest in the over-all program, willingness to cooperate in all endeavors for the good of the prison service, general dependability, and desire for personal improvement demonstrated by earnest efforts to get the most out of training opportunities offered during working hours and to supplement such training with after hours study and discussion. Whenever feasible performance tests will be given whereby personnel in the prison service can demonstrate their readiness for promotion and earn the right to be considered for vacancies in higher positions as they occur. A roster of personnel in training for promotion and one of those found to be fully qualified are being maintained by the Prison Department's personnel officer.

The Prison Department is endeavoring to raise the level of professional and technical competence among its personnel and to make the prison service attractive as a career to high caliber people. It is striving to achieve these goals with all possible speed. It takes time as well as money, but the pace of progress has been accelerated in recent years. The prison system is emerging from the shadows of a dismal past into the full light of progressive penology.

CAPITAL IMPROVEMENTS

Starting Point

Most of the money spent by the State Highway and Public Works Commission on prison improvements before World War II paid for permanent buildings at road camps to get prisoners out of wooden shacks and caged wagons. Some money was spent to convert a road camp into a unit for women prisoners and to renovate Central Prison and other institutions. These were considered emergency measures. They were not expected to meet long-term needs.

World War II caused the prison population to drop from a high of around 9,700 in 1940 to a low of around 5,700 in 1945. With pressure reduced and materials scarce, prison improvements almost ceased. It should have been evident, however, that future needs for inmate housing would far exceed the capacities of existing housing and that pre-war facilities would need to be replaced or extensively renovated within predictable periods. Yet no long range program for permanent improvements in the prison system was developed to begin when materials became available. By 1950 the need was acute.

Public attention was focussed on this need when Dr. MacCormick reported the results of the Osborne Association's survey of the State Prison System. Accelerated construction and renovation began almost immediately, but requirements increased at a more rapid rate. Deferred maintenance and ordinary depreciation of existing facilities combined to create a backlog of badly needed renovation and reconstruction in addition to the need for new facilities. The lack of a long range plan for permanent improvements added to the difficulties confronting the prison officials in 1954.

Accomplishments

Headquarters Building

Six years ago the headquarters staff of the prison system was crowded into a part of one floor of the old Highway Building. After a sojourn in more spacious but still inadequate offices on the first floor of the Mansion Park Building, the Prison Department's headquarters staff moved into a new three-story building completed in 1957 on prison property overlooking Central Prison. Structural provisions have been made for the addition of another floor to meet anticipated needs for more space in the future.

Central Prison

Central Prison at Raleigh is the oldest and largest institution in the State Prison System. Construction on the original structure was begun in the fall of 1870, but it was not until the end of 1884 that the prison was first considered to be completed. Additions and modifications have been made periodically over the past seventy-six years.

Functions - Central Prison was established and is maintained in compliance with constitutional and statutory provisions requiring a penal institution centrally located to receive convicted felons sentenced to death or to imprisonment in the State's prison. Those sentenced to death are executed at Central Prison by the administration of lethal gas as required by law. Those sentenced to imprisonment are classified and either retained at Central Prison or transferred to a more appropriate unit of the prison system.

Some felons are retained at Central Prison because they present grave security risks. Some are sent there from other units lacking adequate

facilities for punitive or administrative segregation. Some are assigned there not because of security considerations but because they are considered capable of benefitting from industrial employment or vocational training available there. Central Prison's hospital accommodates most male prisoners requiring hospital care. Because it is a multi-purpose institution, Central Prison's inmate population is not only the largest of any unit in the system but also the most heterogeneous. This fact has created many vexing and potentially explosive administrative problems.

Original Facilities - The architectural pattern of the French Bastille is reflected in the basic design of Central Prison's main buildings, with their towers and their turrets, their notched parapets and narrow barred windows. The Auburn system was followed in constructing small cells to permit confining convicts in solitude when not at work or in the dining hall, but providing for congregate work and eating. The granite wall, sunk several feet into the ground and rising twenty feet above ground level, stands today as an enduring monument to a concept of penology (already outmoded before the first block was quarried from the pit at Central Prison) that considered security of overwhelming importance and paid little attention to rehabilitation purposes and problems. Overlooked were the needs of those who would cause little trouble while in prison but who would assuredly return unless something could be done during the period of their incarceration to render them better able to cope with the problems of life after their release. Much of the construction and renovation at Central Prison over the years has been aimed at rectification of the original mistakes in design.

Improvements Prior to 1950 - Originally constructed for a normal capacity of 350 prisoners, Central Prison had become a dangerous firetrap crowded with nearly twice that number by 1933. The State Highway and Public Works Commission began its prison improvement program with extensive renovation of this ancient institution. New cells of the inside type were installed. One cell house has five tiers of 14 two-men cells; a second has five tiers of 14 four-men cells; a third has three tiers of 14 one-man cells; and the fourth has three tiers of 14 one-man cells, the bottom tier having solid doors. Modern plumbing replaced the foul slop buckets that had previously filled each damp cell with fetid odors. Each cell has toilet facilities and a lavatory with hot and cold running water; there are showers on each tier at the end of the corridor.

The original narrow windows were not enlarged when the interiors of the cell houses were modernized. As a consequence, the lighting and ventilation are somewhat less than what would be desirable, but this does not amount to a major problem.

As a part of the improvements made in the 1930's, women prisoners were moved out of Central Prison to a separate unit of the prison system and the west wing that had been used for them was converted into quarters for honor grade prisoners and quarters for isolating newly received prisoners for quarantine and classification purposes. The hospital was reconstructed and re-furnished. The kitchen and mess hall were modernized. A three-story industrial building was constructed in 1940.

Improvements Since 1950 - An extensive program of permanent improvements at Central Prison was begun in 1950. This program has been expanded and accelerated during the past six years. Defects noted by Dr. MacCormick have been corrected and many additional improvements have been completed.

The five-storied administration building, which contains the guards' quarters as well as the offices of the Warden and other officials, has been renovated from basement to roof, fire-proofed, and redecorated. A twenty-year bonded roof has been placed on the main prison buildings. Rearrangements have been made in the hospital wing to give more space to activities formerly overcrowded and to provide better security for trouble-making patients.

Within the walls a segregation unit has been constructed separate from the main buildings for inmates who persist in activities that annoy and inflame other inmates. A modern structure has been erected near the industrial building to house maintenance and vocational training shops and classrooms. A utility building has been constructed with toilet and shower facilities so that inmates may now bathe, surrender their soiled clothing, and receive clean clothing without having to go into the main cell house to the detriment of security; construction of this building has also eliminated cubby hole and hallway storage of laundry, permitted pinpointing responsibility for damage to clothing, improved sanitation and inmate appearance and morale, and removed a center of corruption and trouble by displacing the difficult-to-supervise foul weather shelter that formerly contained the toilets and lavatories used by inmates on the yard.

A chapel has recently been constructed inside the walls. The Brotherhood of St. Andrew at the Good Shepherd Church in Raleigh initiated this project, but the chapel is non-denominational and is used solely for religious services.

Much has been done to improve recreational facilities. The auditorium has been air-conditioned and made serviceable. The recreation building has

been better equipped for library, hobbycraft, band, and similar activities. A new recreational field has been built outside the walled enclosure and surrounded with a security fence and guard towers.

Perimeter security has been improved by renovation, replacement, and relocation of guard towers. The west entrance has been redesigned and reconstructed to increase accessibility and tighten security.

Outside the walls many improvements have been made, including the filling in of the quarry from which the stone for the walls had been obtained. Office facilities in the general storage warehouse have been enlarged. A new warehouse has been built to provide storage for canned goods and to receive the drug laboratory. An old warehouse has been renovated to receive the paint plant and to provide bulk storage facilities and material handling equipment for that plant. Getting the drug laboratory and the paint plant out from behind the walls greatly reduced security hazards. Removal of the paint plant from the industrial building inside the walls permitted expansion of the print plant; equipment was also added to the soap plant and to the sign shop.

Another grave need was met when a new warehouse and office building and a storage yard were completed for the Construction and Maintenance Section of Central Services. Here are stocked all materials used for construction and maintenance within the prison system. This warehouse and the storage yard not only permit maintenance of an adequate inventory and an orderly stocking of materials for original issue, they also provide storage for and permit reassembling of materials left over from completed jobs and enable foremen and inmates to do profitable work repairing used items and equipment in inclement weather when they would otherwise be idle. Savings

made possible by the construction of this warehouse and yard will more than offset the cost in a relatively short time.

Extensive improvements have been made in the utilities of Central Prison. A central heating plant has been installed, the steam generating system has been enlarged, and the steam distribution system extended. The water distribution system and the storm drainage system have also been extended; the warehouse area now has adequate fire hydrants where previously it was without sufficient fire protection. The main sewer outfall has been relocated. The electrical system has been overhauled; before this was done there was no dependable source of electricity for emergency use because the unbalanced and overloaded distribution system rendered unusable the high voltage line that had been run from the Blind School to provide emergency power to Central Prison.

Present Condition - Construction of Central Prison was begun in 1870 and the original structure was completed in 1884. By then the new prison was already fourteen years outmoded. The passage of the era of penology symbolized by the lofty and lugubrious towers and turrets of this castle-like structure, with its surrounding walls of thick granite blocks, is generally considered to be marked by the organizational meeting of the American Prison Association held in Cincinnati in 1870. The Declaration of Principles issued at that meeting called for a number of reforms for which the new prison in North Carolina was clearly not designed.

The improvements that have been made over the years have helped make this institution much more suitable for a modern prison system. However, Central Prison is now crowded with nearly a thousand prisoners, which is much too far beyond the desirable maximum of 750 prisoners when all are

properly quartered. The maximum includes the capacities of Central Prison's reception center, its hospital, its "honor" grade quarters, its cells for administrative and punitive segregation, and its regular cells for the general population.

Central Prison could be relieved of overcrowding and made more secure by removal of the hospital, the reception center, and all inmates other than those classified for maximum security. Measures to this end have been taken. The 300-man unit nearing completion at Polk Prison is designed to receive honor grade inmates now housed at Central Prison who work outside the walls. This shift of inmate population will lessen overcrowding and tighten security considerably at Central Prison, but full advantage of the walls and other security features at this institution cannot be taken until it ceases to be a multi-purpose unit. Recognition of this fact by the governing authorities of the Prison Department has resulted in studies of ways and means to remove the hospital and the reception center.

Funds have already been made available for a new reception center. Construction of this center has been held up pending decisions respecting new hospital facilities. There appears to be a good possibility that the reception center and prison hospitals will be constructed at the same location.

Women's Prison

For many years women prisoners were held in the west wing of Central Prison. Following consolidation of the Prison Department with the Highway Commission, women prisoners were transferred to a prison camp on the eastern edge of Raleigh. This was considered a temporary measure. In its Biennial Report for 1935-36, the State Highway and Public Works Commission announced plans to begin the construction of a women's prison on the cottage plan within the immediate future. These plans were never executed.

Functions - Women's Prison provides quarters to which the courts of the State may assign women convicted of felonies or misdemeanors; no woman may be committed directly to this institution whose term of imprisonment is less than six months or who is under sixteen years of age. But the Superior Courts can sentence any convicted felon to Central Prison; any female received at Central Prison is immediately transferred to Women's Prison. Thus, Women's Prison must provide for inmates convicted of all sorts of crimes, with sentences ranging from six months to life, ranging in age from sixteen to senility, and with infinite variety in personalities, mental equipment, physical condition, training, experience, social history, and family background.

Original Facilities - The architecture of the two main dormitory buildings at Women's Prison reflects the fact that they were designed for men. They are constructed of brick with bars at the windows and doors. Except for the fact that they are two-storied structures, their layout differs little from the general features of a field unit for men. On each floor there is a center hall or lobby between two open dormitories, each accommodating from 45 to 60 women on double-deck beds. Heavy bars separate the dormitories from the center hall. Each dormitory has its own toilet, lavatory, and shower facilities, but little privacy is provided.

At the time of the Osborne Association Survey in 1950, these dormitories were the only quarters for inmates at Women's Prison. There were no individual rooms in the institution, with the exception of two rooms in the hospital. Dr. MacCormick deplored this fact and emphasized the need for a number of small dormitories and individual rooms. He also considered most of the other buildings at the institution to be either inadequate or

unsuited to an institution for women. These buildings included: a single story brick hospital; a wooden auditorium with a wing containing two classrooms and a small sewing room; a temporary building covered with tar paper housing the sewing industry; a brick building housing the laundry; a wooden building housing the kitchen and dining rooms, a small wooden administration building; a number of service buildings; and a small building containing four dark cells for solitary confinement of the standard type then in use in the road camps for men. Outside the wire fence and across the road from the main gate were several wooden houses, one occupied by the Superintendent and the others by staff members of the institution. Dr. MacCormick declared in his report that ". . . Women's Prison has long suffered from neglect that is nothing less than a disgrace to the State."

Improvements - Dr. MacCormick recommended that a new institution for women be constructed on a new site and that the existing unit be returned to use as a facility for males. This recommendation was considered but rejected. Instead, a planning engineer was employed to develop a master plan for a number of new facilities on the site of the existing prison and for improving or replacing the existing structures.

In executing this plan and modifications of it nearly a million dollars have been expended on improvements at Women's Prison. The construction and renovation program begun in 1951 has been continued and expanded as necessary to meet the developing needs. The former road camp has been transformed into a modern institution for women prisoners.

A new brick veneer administration building, completed in 1953, is situated outside but tangent to the cyclone fence that encloses the main buildings

of the institution. Visitors may enter the administration building without going into the prison enclosure; prisoners may enter the administration building through a door that opens into the prison enclosure. The building provides private offices for the Superintendent and her staff, a conference room, a reception hall, and an inmate visiting room. The visiting room is so arranged as to provide informal groupings of the inmates with their families and other visitors, while permitting adequate supervision by visiting room matrons.

The facilities within the prison enclosure existing in 1950 have been rendered more serviceable by extensive renovation and by installation of new equipment in the kitchen and dining rooms, a new heating plant and steam tunnel, and a new water distribution system. A new roof and other extensive repairs have been made to the hospital building, which now includes a reception center and a nursery. A new laundry has been constructed and the old building has been remodeled as a dormitory. Two new dormitories have been constructed. New structures have been erected to house the sewing industry and the cannery. A shed has been built for farm equipment. A large concrete and brick building completed in 1956 contains an auditorium with a raised stage at one end, a small library, and several classrooms; the auditorium is used for chapel services as well as recreational activities. A new modern segregation unit has replaced the old dark cell disciplinary building. Fencing, guard towers, and roads have been constructed, extended, relocated or renovated as necessary.

Spaced some distance from the dormitories are two cottages completed in 1955. Each cottage has a central recreation room with a fireplace at one end and a matron's room at the other. Opening off this central room are two wings, each containing 18 small single bedrooms furnished with a

bed, desk-dresser, lamp, chair, and built-in combination foot and clothes locker. Rugs and draperies for the cottages were woven by the inmates on looms in the craft shop of the prison.

Under conditions existing at Women's Prison before these new units were completed, it was impossible to separate young first offenders and others who have little experience in penal institutions from the more hardened and criminally sophisticated women. The new cottages were intended originally for honor grade inmates. However, the present Director of Prisons felt that it would be better to use these facilities to segregate the youthful and inexperienced offenders from the old and hardened rather than to use the cottages to reward inmates who keep out of trouble, but who may be confirmed criminals with a long record of repeated crimes.

The new cottages and new dormitories have alleviated most of the difficulties formerly caused by a lack of private rooms and small dormitories. Inmates with a corrupting or disturbing influence may now be segregated. Some of these women need to be in single rooms because they are perverts or because they are in other ways a bad influence on the other inmates. Some inmates need single rooms to keep them from being victimized by those who would take advantage of weaknesses. Some have earned the privilege of privacy by good conduct and productive work.

Capital improvements made at Women's Prison have transformed this institution from one that properly served as the chief target of criticism for Dr. MacCormick in 1950 to one that now attracts to this State penologists interested in studying institutions for women that create an atmosphere of hope and that reflect a recognition of the essentials for keeping alive or creating self-respect and self-confidence in women committed for correctional treatment.

Polk Prison

Polk Prison is located on the west edge of Raleigh on the site of one of the Confederate camps, Camp Mangum, and of Camp Polk, the only tank camp in this country during World War I. Immediately after the end of the first World War, the Army began closing this camp. In 1919 the War Department turned over to the State's Prison Board options on the land and sold to the Board all of the buildings and other government property located at Camp Polk. The landowners were notified on December 4, 1919, that the State's Prison Board would take up the options on or before the date of expiration, January 1, 1920. On that date, or as soon thereafter as the papers could be prepared, the State's Prison Board paid cash for and received the deeds to the land.

The Camp Polk property was originally acquired with the expectation of using it as the site of a new State's Prison and farm to replace Central Prison and Caledonia Prison Farm. In fact, the Caledonia Farm was sold between the time the options to the Camp Polk land were acquired and the time they were taken up. But most of the bidders for the Caledonia Farm were unable to meet their payments and practically the entire farm was repossessed by the State in the period between 1923 and 1925. The failure of this sale led to the abandonment of the idea of building a new State's Prison on the Camp Polk site. Camp Polk Farm comprised 2,680 acres when first purchased for prison use. Over the years since 1920 most of this acreage has been sold or put to other use by the State.

Functions - Polk Prison is now classified as a minimum security unit for honor grade male inmates needed for industrial operations located there and for other assignments in the Raleigh area.

Original Facilities - The original permanent housing unit at Polk Prison was erected in 1923. It is a brick structure with a two-story center section and two one-story wings. The first floor of the main section contains the reception hall, offices, dining hall, and kitchen. The second floor contains dormitories. Each wing is an open dormitory.

Improvements - Many improvements have been made at Polk Prison since 1954. The original cellblocks, dining room, and kitchen have been renovated, and additions to the dining room and kitchen are nearing completion. An old storage building has been converted into a modern sixteen-man segregation unit. A new one hundred-man cellblock has been completed and a new three hundred-man cellblock is scheduled to be completed by July of this year. A classroom building is scheduled for completion in August of this year. A recreation area has been developed. New quarters for guards have been built. Three barns have been converted into industrial plants. A carpenter shop and a planer building have been erected and equipped. A lumber storage yard, a green lumber handling shed, a dry lumber storage shed, and an industry warehouse have been constructed. A central heating plant and steam distribution system have been installed, the electrical distribution and water distribution system have been renovated and extended, telephone facilities have been expanded and a central switchboard installed. Fencing and guard towers have been repaired, relocated, extended, or constructed as necessary to keep pace with the expansion.

When the current construction is completed, this unit will house properly the 750 honor grade male inmates needed for work assignments in the Raleigh area. Dangerous overcrowding and unwise mixing of minimum and maximum security prisoners in the population of Central Prison will be alleviated. The uneconomic importing of inmates from units outside the Raleigh area for work within the area will no longer be necessary.

Caledonia Prison

Caledonia Prison is located near the town of Tillery in Halifax County. Its 7,300 acre farm is capped by a curve of the Roanoke River, which presented a constant threat of flood prior to the erection of the John H. Kerr Dam. Flood damage contributed to the failure of the bidders who bought the farm from the State's Prison in 1919; all but two were unable to meet their payments and practically the entire farm was repossessed by the State within five years after the auction.

Functions - Caledonia Prison now receives selected male inmates from other units of the prison system. No prisoner is committed to this unit by the courts. The prison is classified for medium custody.

Original Facilities - After the farm was returned to the State following the abortive auction, about 600 prisoners were quartered in temporary wooden shacks and used to ditch and clear the land for farming. In 1925 construction began on a brick building to house the inmates of Caledonia Prison. This building was occupied early in 1927. By 1955 it had deteriorated to the point where it was condemned by the State Insurance Department. General neglect of the physical facilities on the farm had produced a condition requiring an extensive program of reconstruction and replacement.

Improvements - The main building at Caledonia Prison has been renovated, fireproofed, and enlarged; as a part of this project, a library and a classroom were constructed. An eight-man segregation unit has been built. Guards quarters and fourteen houses for employees have been provided by new construction and major renovation. A combination storebox and hobby shop has been built.

The utilities have been greatly improved. A central heating plant and steam distribution system has been installed. The water supply has been increased and the water distribution system overhauled. The sewage disposal and collecting system and the electrical distribution system have been renovated. Telephone facilities have been expanded and a central switchboard has been installed.

Farm and industrial facilities have also been much improved. A new laundry and a new cannery have been built and equipped. Mule barns have been converted into laying houses and old barracks into brooder houses, and additional laying houses have been built. A grain elevator and storage bins, a farrowing house, an egg storage building, and a farm equipment shed have been constructed. Irrigation facilities and roads have been extended and improved.

A permanent construction and maintenance crew has been assigned to Caledonia Prison to assure that gains made in recent years will not be lost by lack of upkeep.

Odum Prison

In 1958 the Prison Department purchased 2200 acres of farm land in Northampton County across the Roanoke River from Caledonia Prison farm. Here Odum Prison is being constructed. This new institution is scheduled for completion and occupation this summer. Its facilities include a cell-block with a capacity for 300 inmates, a kitchen and dining hall, a classroom, segregation unit, guards quarters, eight houses for employees, and the customary fencing and guard towers for perimeter security. It has been designed for medium security. Grain storage and other farm facilities are being constructed.

Ivy Bluff Prison

Ivy Bluff Prison is a maximum security unit located in Caswell County. It receives trouble-making inmates from other units. Although it has room for 80 inmates, the practice has been to keep assignments there well below the maximum capacity.

Ivy Bluff has been designed to provide adequately for the comfort and health of the inmates without jeopardizing custodial control. Observation galleries permit fully protected custodial officers to maintain constant surveillance of spaces available to inmates. Individual cells are provided which are currently being used for inmates with the least privileges. Inmates who have earned greater privileges by good conduct and a willingness to work are assigned to one of the dormitory spaces. Those whose continued good conduct and work have earned them a right to still more privileges are assigned to separate dormitory space. Thus, the physical facilities are being used to advance Ivy Bluff inmates step by step toward reassignment to other units of the prison system as their attitudes and behavior patterns change.

The main building at Ivy Bluff Prison has been designed so as to facilitate the addition of a second floor if an increase in its maximum capacity becomes necessary. The addition of this floor may also become necessary if experience makes it apparent that the provisions made for constructive programs at this unit are not adequate. The Prison Department recognizes that most of the inmates assigned to Ivy Bluff Prison will eventually be released into free society, and that the characteristics that cause them to be sent to Ivy Bluff must be altered before their release date or persons deemed too dangerous to be kept in other units of the prison system will necessarily be released with little or no restraints upon their anti-social tendencies.

Youth Centers

Representative John W. Umstead of Orange County introduced in the 1949 General Assembly a bill authorizing the State Hospitals Board of Control to convert the old "Prisoners of War" camp located on its property at Camp Butner into a modern prison unit to receive such youthful first-term offenders as may be sent there by the prison authorities under rules and regulations to be jointly adopted by the State Hospitals Board of Control and the State Highway and Public Works Commission. Representative Umstead's bill was passed and two years later he was back with another bill to modify the original legislation so as to permit construction of permanent facilities on other property owned by the State at Butner. The 1951 General Assembly passed that bill. Again in 1953, Representative Umstead had a bill to further his concept of special facilities for youthful first-term offenders. Legislation passed by the 1953 General Assembly authorizes the State Hospitals Board of Control to construct modern prison units for youthful first-term offenders on any State property under the Board's supervision.

The unit at Butner is now designated the "Umstead Youth Center" in honor of John W. Umstead. From the six youths who formed the first contingent to arrive at the Center in September, 1949, the population has grown with expanding facilities and is now being kept between ninety and one hundred.

In 1949 the inmates at the Umstead Youth Center were housed in temporary buildings. Nevertheless, Dr. McCormick characterized the Center as the "one bright spot in the entire prison system." In 1953 permanent facilities were completed at the Umstead Youth Center. These facilities include two dormitories divided in the middle by a lounge and a hallway. The ends of each dormitory are 20-bed wards. There are ten private rooms in the middle of each dormitory. Between every pair of private rooms is a connecting bath.

There is a separate administration building, with an infirmary as well as offices and quarters for the counselors. Behind the administration building is the building containing the kitchen and dining hall. The Hospital's gymnasium, located a short distance from the Youth Center, provides facilities for most of the extra-curricular activities of the inmates. They are employed in the shops and on the farm of the Hospital.

Shortly after the establishment of the Umstead Youth Center, plans were started for a similar institution to be constructed on land near the State Hospital in Goldsboro. The 1953 legislation provided the necessary legal authority for this construction. Pending implementation of the original plans, a temporary Youth Center was established in the closing weeks of 1952 by converting to this purpose an eight-room house on an eight acre site just outside the city limits of Raleigh. The Goldsboro Youth Center, modeled after the Umstead Youth Center, was completed in 1955 on the grounds of the State Hospital at Goldsboro. This Center has a capacity for 60 inmates.

The General Statutes restrict the use of the Youth Centers to inmates who, at the time of imposition of sentence, are less than twenty-five years of age and without previous prison servitude. The present practice is to limit selection of inmates for the Youth Centers to males meeting the statutory restrictions as to age and first-term status who have worked up to honor grade at another unit of the State Prison System. White inmates so selected are sent to the Umstead Youth Center and Negro inmates to the Goldsboro Youth Center.

These two Centers are model minimum security institutions. The inmates are provided with a balanced program of work, instruction, and recreation. They have frequent and varied contacts with members of free society. This program has proven its worth.

Prison Hospitals

Most male inmates requiring hospitalization receive treatment at the general hospital located at Central Prison. The small hospital at Women's Prison meets the needs of most hospitalized female inmates. Male and female inmates suffering from tuberculosis are transferred to the Prison Sanatorium at McCain. Psychotic inmates are transferred to the appropriate State Hospital at Raleigh or Goldsboro. Relatively few inmates are hospitalized in other State or private hospitals.

The general hospital at Central Prison is located in the extreme eastern wing of the main building. The dietary department is in the basement. The first floor contains the offices of the Supervisor of Medical Services, a dental office, the hospital pharmacy, a laboratory, an X-ray room, and a record and filing room. The second and third floors contain wards and supply rooms. On the fourth floor is an operating room with its necessary adjunct rooms. The remainder of the floor is divided into wards for surgical patients. The hospital has bed capacity for 135 patients.

Women's Prison hospital is built around an old cellblock of the road camp that existed there before 1935. A new wing contains individual rooms and a room used for the X-ray equipment. There is an examining room, an operating room, a dental office, a nursery, and regular wards. The hospital has bed capacity for 23 patients. One wing of the building contains the reception center where new inmates are held in quarantine during the period required to complete their examination and classification.

North Carolina pioneered when a sanatorium for tuberculous prisoners was established at McCain in 1923. But by 1950 this facility was clearly inadequate even for the male patients imprisoned there, while female inmates suffering from tuberculosis had to be kept at Women's Prison.

In 1956 a new sanatorium, modern in every respect and equipped with the very latest facilities for housing and treating tuberculous inmates of both sexes, was completed at McCain. This sanatorium is operated jointly by the North Carolina Sanatorium and the Prison Department. Tuberculous persons convicted of health law violations as well as inmates convicted of other offenses and found to be suffering from tuberculosis are confined and treated at the Prison Sanatorium. The institution has a capacity for 139 patients.

Governor Hodges has suggested that the arrangement at the Prison Sanatorium, where the Prison Department assumes responsibility for general administration, custody, discipline, and housekeeping while the North Carolina Sanatorium provides for the treatment and related services, be studied with a view to similar arrangements at the State Hospitals for the mentally ill. At present only psychotic prisoners can be accommodated at the State Hospitals, and the Prison Department has no responsibility respecting the operation of the wards for these prisoners. Many inmates in need of psychiatric care remain in prison units lacking staff or facilities for properly handling and treating them.

At the request of the Prison Department Governor Hodges made available funds for a study carried out by a team from the psychiatric division of the University of North Carolina's Medical School. This team was headed by Dr. Harley C. Shands, who is now a member of the Prison Commission. The report submitted by Dr. Shands is now being reviewed by a committee charged with formulating concrete recommendations for action by the 1961 General Assembly.

Field Units

In 1931 the General Assembly directed the State Highway Commission to establish in this State a number of prison districts and to locate prison units in each district. The Commission was authorized either to construct new units or to acquire and convert county camps. When the Highway Commission and the Prison Department were consolidated in 1933, the State Highway and Public Works Commission was authorized to establish additional units as necessary in order that work to be done by the prisoners may be so distributed throughout the State as to render their employment most economical. This authority was transferred to the State Prison Department in 1957.

Eighty-six field units were constructed or converted while the prison and highway systems were consolidated. The plans and specifications were prepared without provision for rehabilitation programs and with the assumption that all of the inmates would be assigned to road work except the few needed for housekeeping functions. The units vary in capacity from as few as 75 inmates to as many as 225. Most were originally designed for 100 inmates.

Functions - Courts sentencing convicted male felons or misdemeanants to imprisonment with hard labor for thirty days or more may sentence such prisoners to jail to be assigned to work under the State Prison Commission. The clerks of the several courts in which such sentences are pronounced must notify the officer in charge of the nearest prison unit or such other agent of the Director of Prisons as he may designate as the proper person to receive such notice. A duly authorized agent of the Director of Prisons takes such prisoners into custody and delivers them, with the proper commitment papers, to the prison unit designated by the Director or his authorized representative as the unit to receive them.

Field units are classified as close, medium, or minimum security units according to the type of inmates assigned to them. The staffing pattern varies with the classification. They are further classified according to the race, age, criminal experience, and crime classification of their inmates.

Basic Facilities - The physical plant of field units, with a few exceptions, is of the same general pattern. The typical plant includes a one-story brick fireproof cellblock building; a wooden building containing a kitchen and mess hall; a small brick building containing segregation cells; a small wooden building housing a storebox and in some units a hobby shop; and a wooden administration building located just outside the wire fenced enclosure. Housing is usually provided for the Superintendent.

Viewed from the outside the cellblock buildings resemble Army barracks, except for the fact that the windows are barred. The outside doors open into a central corridor or lobby formed by the barred fronts and locked doors of two open dormitories, filled with double-decked beds. The older units have toilet and washing facilities in each dormitory at the corridor end and are heated by coal stoves located in the center aisle of each dormitory. In newer units and units that have been extensively renovated, the toilets and showers are in a separate room that opens off the dormitory and the cellblock is heated by steam from a central heating plant. The rear portion of the central corridor is flanked by two rooms, one of which is generally used for the cooks and the other of which is designated as the sick room.

Religious services are generally held in the dining hall. Any educational or recreational activities conducted in the evenings must generally

be held in one or the other dormitory of the cellblock. Portable projectors are used to show motion pictures in one of the dormitories. Since television was installed a number of the units no longer request motion pictures. In most units the television set is located in the corridor between the dormitories and is controlled by the guard on duty.

The prison yard within the fenced enclosure varies considerably from unit to unit. Some units have ample room for recreational activities; others are restricted to activities requiring little room.

MacCormick's Recommendations - With respect to physical facilities at field units, Dr. MacCormick recommended: (1) adoption of a standard design for all field units that would provide at least one classroom and hobby shop facility and addition of such facilities at existing units; (2) adoption of a standard area requirement for new units and expansion of existing enclosures, whenever possible, to provide adequate recreational space inside the fence; (3) provision of steam heat in all units heated by stoves; (4) provision of adequate laundry facilities for all units that cannot be served by larger laundries elsewhere; (5) provision of standard lockers and benches in sufficient numbers for all inmates; (6) abandonment of the existing solitary cells and provision of modern disciplinary confinement facilities in which the cells are of standard size, are not totally dark, are equipped with toilet facilities, and are not subject to extreme heat or cold.

Improvements - Much progress has been made toward carrying out all of Dr. MacCormick's recommendations plus many other improvements in the physical facilities of the field units. The construction and renovation program begun after the Osborne Association Survey has been greatly accelerated in the past six years.

By 30 June 1952, a new unit had been constructed in Polk County and new guards quarters at the McDowell County unit. Six units had been rewired. Several field unit laundries had been improved.

By 30 June 1954, a new cellblock, guards quarters, and boiler room had been constructed, the old cellblock had been remodeled into a kitchen and dining hall, and new utility systems had been installed at the Mecklenburg County Field Unit, Charlotte. Modern segregation facilities had been constructed at three units; dark cell facilities had been remodeled into modern segregation facilities at eleven units. Central heating plants had been installed at four units, and new water tanks had been constructed at three units.

Since 30 June 1954, all field units have had their food services facilities improved by increasing refrigerated storage capacity, by conversion to gas or electric cooking, and by installing stainless steel dish-washing sinks with booster heaters. Dark cell facilities have been converted to or replaced by modern segregation cells at 68 field units. Additional improvements have been made in field units as shown by the following outline:

1st Division

Unit 016 - Gates County

- (1) new sewage treatment plant
- (2) new water tank and tower

Unit 017 - Hertford County

- (1) replaced heating boiler

Unit 019 - Martin County

- (1) new electrical distribution system

Unit 012 - Perquimans County

- (1) new water tank and tower
- (2) new electrical distribution system

Unit 013 - Washington County

- (1) new elevated water tank

2nd Division

Unit 021 - Beaufort County

- (1) rebuilt electrical distribution system

Unit 022 - Carteret County

- (1) replaced central heating plant boiler
- (2) replaced hot water distribution lines
- (3) new 6-inch water main from town of Newport; project will be completed by June, 1960

Unit 023 - Craven County

- (1) rebuilt electrical distribution system

Unit 024 - Greene County

- (1) rebuilt guard towers
- (2) provided storage space

Unit 026 - Lenoir County

- (1) rebuilt electrical distribution system
- (2) new elevated water tank

3rd Division

Unit 031 - Brunswick County

- (1) rebuilt sewage disposal system
- (2) drilled new well for unit water supply

Unit 032 - Duplin County

- (1) renovated three (3) houses
- (2) rebuilt electrical distribution system

Unit 033 - New Hanover County

- (1) replaced central heating boiler

Unit 035 - Pender County

- (1) rebuilt guard towers

Unit 036 - Sampson County

- (1) rebuilt sewage disposal system

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4th Division

Unit 041 - Edgecombe County

- (1) renovated cellblock
- (2) new sewage disposal system
- (3) rebuilt electrical distribution system
- (4) rebuilt water distribution system
- (5) drilled new well
- (6) new elevated water tank

Unit 042 - Halifax County

- (1) complete renovation and fireproofing of cellblock
- (2) new storebox - hobby shop
- (3) new mess hall and kitchen
- (4) new central heating plant and steam distribution system
- (5) new storage building
- (6) rebuilt guard towers
- (7) new sewage disposal system
- (8) addition and alterations to guards' quarters
- (9) rebuilt electrical distribution system
- (10) new water distribution system
- (11) new elevated water tank and tower
- (12) new well

Unit 043 - Johnston County

- (1) new central heating plant and steam distribution line
- (2) new guard towers
- (3) new electrical distribution system
- (4) new water distribution system

Unit 044 - Nash County

- (1) made necessary changes and alteration in this Unit to conform with close custody requirements
- (2) new storebox - hobby shop
- (3) new sewage disposal system
- (4) rebuilt guard towers

Unit 045 - Wayne County

- (1) new elevated water tank
- (2) new water distribution system

5th Division

Unit 055 - Person County

- (1) rebuilt electrical distribution system
- (2) rebuilt water distribution system

Unit 056 - Vance County

- (1) rebuilt water distribution system
- (2) partially rebuilt electrical distribution system

Unit 058 - Warren County

- (1) new storebox
- (2) new roof on cellblock
- (3) additions and alterations to kitchen and mess hall
- (4) new hot water boiler house
- (5) renovation of storage building
- (6) new well
- (7) new electrical distribution system
- (8) new water distribution system

6th Division

Unit 062 - Columbus County

- (1) new well for unit water supply
- (2) new electrical distribution system

Unit 064 - Harnett County

- (1) new roof on cellblock
- (2) new storebox
- (3) renovation of unit storage building
- (4) new mess hall and kitchen
- (5) rebuilt guard towers
- (6) new electrical distribution system
- (7) partially rebuilt water distribution system

Unit 065 - Robeson County

- (1) renovated and fireproofed cellblock
- (2) new storebox - hobby shop
- (3) new storage building
- (4) new hot water boiler room
- (5) new sewage disposal system
- (6) rebuilt guard towers
- (7) made alterations and repairs to mess hall
- (8) converted storage building into office space
- (9) major repairs to superintendent's residence
- (10) new water distribution system
- (11) new electrical distribution system
- (12) new pig pen

7th Division

Unit 071 - Alamance County

- (1) constructed sleeping quarters for 12 inmates

Unit 072 - Caswell County

- (1) new mess hall and kitchen
- (2) partially rebuilt electrical distribution system
- (3) rebuilt water distribution system
- (4) renovation of storage building

Unit 073 - Guilford - High Point

- (1) new roof on cellblock
- (2) new hot water boiler room
- (3) additions and alterations to guards' quarters
- (4) additions and alterations to kitchen and mess hall
- (5) alterations to the storage building
- (6) new water distribution system
- (7) new electrical distribution system
- (8) new quarters for 8 work release inmates
- (9) new guard towers

Unit 075 - Orange County

- (1) new roof on cellblock
- (2) alterations and additions to guards' quarters
- (3) alterations and additions to kitchen and mess hall
- (4) new hot water boiler house
- (5) new electrical distribution system
- (6) new water distribution system
- (7) 6-inch water main from town of Hillsboro

Unit 076 - Rockingham County

- (1) new 100-man cellblock
- (2) new storage building
- (3) new storebox - hobby shop
- (4) two (2) new guard towers
- (5) new central heating plant and steam distribution system
- (6) new electrical distribution system
- (7) new water distribution system
- (8) alteration to guards' quarters
- (9) new well

8th Division

Unit 081 - Chatham County

- (1) additions and alterations to mess hall
- (2) rebuilt electrical distribution system

Unit 083 - Lee County

- (1) complete renovation and fireproofing of cellblock
- (2) new storage building
- (3) alterations to mess hall and kitchen
- (4) alterations and additions to guards' quarters

- (5) new guard towers
- (6) new hot water boiler room
- (7) new storebox - hobby shop
- (8) new water distribution system
- (9) new electrical distribution system

Unit 085 - Moore County

- (1) converted cannery into a potato curing and storage building
- (2) renovation and alterations to storage building
- (3) addition and alterations to mess hall and kitchen
- (4) rebuilt electrical distribution system
- (5) renovation to increase unit capacity now under way; project will be completed approximately October, 1960.

Unit 086 - Randolph County

Renovation now under way scheduled for completion in June, 1960, consists of the following:

- (1) complete renovation and additions to cellblock to increase capacity
- (2) new storebox and hobby shop
- (3) new storage building
- (4) new hot water boiler house
- (5) two new guard towers
- (6) alterations and additions to the guards' quarters
- (7) alterations to mess hall and kitchen
- (8) new electrical distribution system
- (9) new water distribution system

Unit 087 - Richmond County

- (1) new hot water boiler room
- (2) renovated unit storage building
- (3) renovated booster pumping station to bring water from city of Rockingham for unit water supply
- (4) new water distribution system
- (5) new elevated water tank

Unit 088 - Scotland County

- (1) new roof on cellblock
- (2) renovation and additions to kitchen and mess hall
- (3) renovation and alterations to storage building
- (4) new storebox - hobby shop
- (5) two new guard towers
- (6) addition and alterations to guards' quarters
- (7) new sewage filter system
- (8) new electrical distribution system
- (9) new water distribution system
- (10) new hot water boiler room

9th Division

Unit 091 - Davidson County

- (1) new hot water boiler room
- (2) renovation of storage building
- (3) rebuilt water distribution system

Unit 092 - Davie County

- (1) new central heating plant and steam distribution
- (2) new storage building
- (3) new storebox
- (4) new handicraft shop
- (5) new well for unit water supply

Unit 093 - Forsyth County

- (1) new roof on cellblock
- (2) new unit storage building
- (3) renovated old laundry building into storage building
- (4) new sewage disposal plant
- (5) alterations and additions to guards' quarters
- (6) new water distribution system
- (7) new electrical distribution system
- (8) new storebox and hobby shop

Unit 095 - Stokes County

- (1) new hot water boiler room
- (2) renovated storage building
- (3) new well

10th Division

Unit 102 - Cabarrus County

- (1) additions and alterations to guards' quarters
- (2) alterations to kitchen and mess hall
- (3) new storage building
- (4) new guard towers
- (5) new hot water boiler room
- (6) converted existing building into storebox
- (7) new sewage treatment plant
- (8) new roof on cellblock; this work will be completed by May, 1960
- (9) new water distribution system
- (10) new electrical distribution system
- (11) new barn

Unit 103 - Mecklenburg County - Huntersville

- (1) new 100-man cellblock
- (2) renovated existing building into mess hall and kitchen
- (3) new storage building
- (4) new guards' towers
- (5) new sewage disposal system
- (6) central heating plant and steam distribution system
- (7) new guards' quarters
- (8) new wells for unit water supply
- (9) new fence
- (10) new barn

Unit 104 - Mecklenburg County - Charlotte

- (1) alterations and additions to superintendent's residence
- (2) drilled new well for unit water supply

11th Division

Unit 111 - Alleghany County

- (1) new water main from town of Sparta for unit water supply

Unit 112 - Ashe County

- (1) new water distribution system
- (2) new electrical distribution system
- (3) made necessary changes and alterations in this unit to conform with close custody requirements

Unit 113 - Avery County

- (1) made necessary changes and alterations in this unit to conform with close custody requirements
- (2) new roof on cellblock
- (3) new hot water boiler room
- (4) new storage building
- (5) alterations and additions to guards' quarters
- (6) repairs to mess hall and kitchen
- (7) new guard towers
- (8) new elevated water tank; this project will be completed by May, 1960
- (9) new storebox - hobby shop
- (10) new electrical distribution system
- (11) new water distribution system

Unit 114 - Caldwell County

- (1) new roof on cellblock
- (2) repairs to guards' quarters
- (3) 2 new guard towers

- (4) renovations and alterations to storage building
- (5) repairs to kitchen and mess hall
- (6) new hot water boiler room
- (7) new elevated water tank and tower
- (8) repairs and alterations to storebox
- (9) new water distribution system
- (10) new electrical distribution system
- (11) new well for unit water supply

Unit 115 - Surry County

- (1) new well for unit water supply
- (2) new storage building

Unit 116 - Watauga County

- (1) new guards' quarters
- (2) new roof on cellblock
- (3) new guard towers
- (4) new central heating plant and steam distribution system
- (5) alterations and repairs to the storage building
- (6) repairs to the mess hall and kitchen
- (7) new storebox and hobby shop
- (8) new elevated water tank
- (9) new water distribution system
- (10) new electrical distribution system

Unit 117 - Wilkes County

- (1) new central heating plant and steam distribution system
- (2) new electrical distribution system

12th Division

Unit 121 - Alexander County

- (1) additions and alterations to guards' quarters
- (2) new roof on cellblock
- (3) new hot water boiler house
- (4) new storebox and hobby shop
- (5) 2 new guard towers
- (6) new elevated water tank
- (7) new sewage connection to City of Taylorsville outfall line
- (8) major repairs to existing storage building
- (9) new water distribution system
- (10) new electrical distribution system

Unit 122 - Catawba County

- (1) constructed sleeping quarters for 12 inmates
- (2) new elevated water tank

Unit 124 - Gaston County

- (1) new electrical distribution system

Unit 125 - Iredell County

- (1) new roof on cellblock
- (2) additions and alterations to guards' quarters
- (3) additions and alterations to kitchen and mess hall
- (4) additions and alterations to storage building
- (5) 2 new guard towers
- (6) new sewage treatment plant
- (7) new storebox and hobby shop
- (8) new water distribution system
- (9) new electrical distribution system

Unit 126 - Lincoln County

- (1) replaced sewage pumping station
- (2) additions to the guards' quarters

13th Division

Unit 131 - Buncombe County

- (1) added one boiler to increase steam generating capacity
- (2) new water main to town of Woodfin for unit water supply
- (3) extensive repairs to existing cellblock
- (4) 12 segregation cells constructed
- (5) 8 work-release cells constructed
- (6) added equipment to laundry

Unit 132 - Burke County

- (1) major renovation to cellblock
- (2) new water distribution system
- (3) renovation of sewage disposal unit
- (4) new outfall to creek for effluent

Unit 134 - McDowell County

- (1) new guard towers
- (2) alterations and additions to mess hall and kitchen
- (3) additions and alterations to guards' quarters
- (4) new storebox
- (5) new electrical distribution system
- (6) major repairs to cellblock

Unit 136 - Rutherford County

- (1) additions and alterations to kitchen and mess hall
- (2) new electrical distribution system

Unit 137 - Yancey County

- (1) new roof on cellblock
- (2) alterations and additions to guards' quarters
- (3) alterations to the mess hall
- (4) alterations and additions to storage building
- (5) new storebox and hobby shop
- (6) new guard towers
- (7) new sewage distribution system
- (8) new electrical distribution system
- (9) new water distribution system
- (10) new hot water boiler room
- (11) new sewage pumping station
- (12) made necessary changes and alterations in this unit to conform with close custody requirements

14th Division

Unit 144 - Haywood County

- (1) new roof on cellblock
- (2) 3 new guard towers
- (3) new storebox - hobby shop
- (4) additions and alterations to storage building
- (5) new hot water boiler room
- (6) additions and alterations to guards' quarters
- (7) alterations to mess hall and kitchen
- (8) new electrical distribution
- (9) new water distribution system
- (10) made necessary changes and alterations in this unit to conform with close custody requirements

Unit 146 - Jackson County

- (1) made necessary changes and alterations in this unit to conform with close custody requirements
- (2) new elevated water tank
- (3) partially rebuilt electrical distribution system

Unit 147 - Macon County

- (1) 3 new guard towers
- (2) renovation of guards' quarters
- (3) new storebox
- (4) new electrical distribution system
- (5) new hot water boiler room
- (6) renovation of storage building
- (7) new water distribution tied on to the town of Franklin

Unit 148 - Polk County

- (1) made necessary changes and alterations in this unit to conform with close custody requirements
- (2) alterations and additions to kitchen and mess hall

Unit 149 - Transylvania County

(1) converted an existing building into a shoe repair shop

Recapitulation

The State Prison System began with a single institution constructed in Raleigh between 1870 and 1884. In 1925 the General Assembly enacted a law changing the State's Prison from the status of a corporation to a regular department of the State government. At that time the State Prison System comprised Central Prison, Caledonia Prison Farm, Camp Polk Prison Farm, and eight road camps. Six more road camps had been added to the system by 1933. By then the facilities at all of these units were in a deplorable condition as a consequence of lack of funds for regular maintenance and repair. Each unit was overcrowded with a prison population whose rate of growth had been accelerated by adverse economic conditions. There was an acute need for new prison housing, but the State was suffering in the depths of the depression with steadily dwindling revenues and a seriously depleted General Fund.

The condition of prison facilities was one factor considered by the General Assembly in enacting legislation consolidating the State Highway Commission and the State Prison Department. This made available for prison renovation and new construction money from the Highway Fund. In the two years immediately preceding consolidation, the State Highway Commission had spent \$849,856.39 for permanent improvements in the road camps it had taken over from the counties along with the county roads. This renovation and construction program was continued after consolidation of the two agencies.

Chapter 172 of the Public Laws of 1933 made available for establishing and equipping additional prison camps, farms, and industries the proceeds of a \$400,000 bond issue authorized in 1927 for the acquisition of land for prison farms. The State Highway and Public Works Commission was also expressly

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authorized to purchase, lease, and erect buildings on new road camp sites. Expenditures for the establishment of such additional camps had to be kept within the limits of allotments approved by the Budget Bureau for this purpose. However, the selection of sites and the preparation of plans and specifications for these camps were functions of the State Highway and Public Works Commission. The law specifically provided that the camps were to be either of a permanent type of construction, or of a temporary or movable type as the Commission might find most advantageous to promote the end in view, which was the distribution of the male prisoner population throughout the State so as to render their employment on road construction and maintenance as economical as possible. The Commission was made the sole judges of the type and character of the buildings without the control of any other department.

In view of the express provisions of the statutes pertaining to prison construction and the pressing needs of the time, it is not surprising that most of the funds available for prison construction prior to World War II were expended for permanent road camps of a standard design and relatively small capacity. The basic design was for one hundred prisoners. Some of the converted county camps were smaller and a few were a little larger. These camps were located throughout the State primarily for the convenience of the highway system.

Today no prison system in the United States has so many distinct units with facilities of permanent construction operating under a single central administration as there are in the North Carolina Prison System. Eighty-five of the State's one hundred counties contain at least one of these prison units.

The State Prison System includes: a ninety-year-old maximum security prison enclosed with masonry walls (Central Prison); a maximum security prison completed in 1956 and specially designed for particularly troublesome prisoners (Ivy Bluff Prison); an institution for women prisoners of all classifications (Women's Prison); two medium custody prison farms (Caledonia Prison Farm and Odum Prison Farm); a minimum custody institution for selected male prisoners (Polk Prison); two minimum custody centers for youthful first-offenders (Umstead and Goldsboro Youth Centers); a sanatorium for tuberculous prisoners of both sexes and all classifications completed in 1956 (McCain); and eighty-six field units classified for close, medium, or minimum security and clearly to be distinguished from the movable or semi-permanent camps operated by some other states.

The existence of many field units located in various parts of the State not only facilitates proper inmate classification and segregation but also makes it possible to take advantage of opportunities for the employment of inmates on the roads, in State forests, on State farms, and in other types of work for governmental agencies. These units also provide a location for work-release inmates' quarters.

Capital improvements made since 1953 have changed the face and form of every major institution in the State Prison System. Ivy Bluff Prison, Odum Prison, and the Goldsboro Youth Center have been added to the system during this period. McCain Sanatorium is completely new, although it replaced an existing unit. Most of the field units have been improved by major renovation and the evil of the old dark cells has been extirpated. The light that has been let into the modern segregation units is symbolic not only of the progress that has been made in the physical facilities of the State Prison System but of the revolution in concepts that has been achieved in every phase of prison administration.

CUSTODY AND DISCIPLINE

Starting Point

Dr. MacCormick stated unequivocally that the custodial and disciplinary methods being used in the North Carolina Prison System in 1950 were not consistent with the standards of modern penology. Although the State Supreme Court had held that misdemeanor prisoners who merely flee from custody may not be fired upon by prison guards, Dr. MacCormick reported that fleeing misdemeanants were being shot. Furthermore, felons and misdemeanants were being worked together in mixed road squads thus increasing the danger that a misdemeanor would be shot if he tried to flee. Many prisoners were in striped clothing and were wearing step-chains with the bare metal bands secured around their ankles with rivets. Whipping, handcuffing to the bars, and solitary confinement in a dark cell on a bread and water diet were among the archaic forms of punishment authorized by the rules and regulations of the State Prison System. Responsibility for the general supervision of discipline was vested in a prison official bearing the title of Disciplinarian.

The typical solitary confinement facility in the field units was a small brick building containing four cells, three and a half feet wide, with solid doors. There were no toilets in the cells, a tin can being provided for toilet purposes. Each cell had a ventilator in the ceiling. A stove was located in the corridor in front of the cells. These cells were cold in winter and hot in summer, but they were comfortable compared with the older type solitary cell some field units were still using in 1950. This was a steel building with one 6' x 6' cell containing four bunks and a small corridor containing a stove. Ten holes, about three inches square, pierced the outside door to provide ventilation.

Accomplishments

Better Facilities

As previously noted in this report a program to improve the facilities of the State Prison System was started in 1950. As a part of this program plans were drawn for a modern segregation facility to replace the field unit dark cells. By 30 June 1954 a new segregation facility had been constructed at three units and existing dark cell facilities had been remodeled at eleven other units. Since that date dark cell facilities have been converted to or replaced by modern segregation facilities at 68 additional field units. By 1957 Director Bailey was able to take out of use the last dark solitary confinement facility in the State Prison System.

Security throughout the prison system has been much improved by the new construction and extensive renovation already described. Particular attention has been given to physical security at field units classified to receive close custody inmates. At these units fencing has been placed around the segregation facilities, cross fencing has been constructed to enhance custodial control of yard activities, barred vestibules have been constructed in the mess hall and in the cellblock corridor to protect guards posted there, interior emergency lighting and exterior wall lighting have been provided.

When Ivy Bluff Prison was completed in 1956 custody problems were greatly reduced and the disciplinary climate was much improved throughout the State Prison System, but especially in the close custody units and Central Prison. Ivy Bluff Prison was designed to fill a long felt need for a maximum custody facility for chronic trouble-makers. Its existence tends to deter repeated misconduct.

Better Equipment

Improvements in equipment have helped to increase custodial controls and tighten security in the State Prison System. Standard items of good quality have replaced inferior or defective weapons and ammunition in unit arsenals. Tear gas and related equipment have been distributed and instruction given respecting its use. Metal gun lockers have replaced insecure wooden gun lockers at all felon field units and at some field units classified for misdemeanants. Units still without metal gun lockers will get them as funds become available for this purpose.

In 1954 the Prison Department had 47 mobile radio sets and 20 handy-talkie sets. Now all units of the State Prison System have a mobile radio set. Maximum security units have more than one. There are now 34 handy-talkie sets in the State Prison System. This equipment is particularly useful when a search is on for escaped inmates.

The Prison Department has recently installed interior communication equipment in a number of field units. As funds become available for this purpose, more installations will be made. Alarm systems have been improved and a program for additional improvements has been formulated.

Key lockers, drug lockers, and shadow boards have improved key, drug, and tool controls. Contraband control has been improved by removing drink bottles and other glass containers. Bench lockers have been placed in field unit cellblocks to provide storage for the personal articles of inmates. These are designed so as to permit opening with a masterkey to permit a security search. Metal detectors have been obtained, and in the field unit divisions a schedule has been set up for the use of the detector for inspecting mattresses and bed clothing for contraband.

Better Personnel

Director Bailey has had a clear conception of the type of personnel required for the custodial branch of the prison service. His military experience and his coaching experience combined to convince him that custodial officers had to be disciplined and self-respecting if they were to command the respect of the inmates under them and enforce discipline in a firm but fair manner. He knew that an ability to obey is a prerequisite for an ability to command, and that teamwork is difficult to achieve unless the organization has a reputation conducive to the development of a proper esprit de corps. His personnel decisions have been consistently guided by these convictions.

Higher caliber persons have been brought into the prison service as a result of Director Bailey's insistence that minimum standards be raised and that persons with even higher qualifications be found whenever possible. He has applied strictly the policy that a member of the prison service must act at all times, on duty and off, in a manner befitting a member of a service dedicated to the correction of convicted offenders. He has used a single standard, the good of the service, in taking action on individual cases of custodial negligence or other derelictions by prison personnel. A better service reputation has been the inevitable result.

Staff stability, in-service training, and advancement from the ranks have helped to boost morale. So have military titles, identification badges and cards, and improved and standardized uniforms. A sense of mission and a service pride are increasingly evident. The esprit de corps that has been developed these past seven years in the process of overcoming obstacles to progress augurs well for the development of a professionalized correctional service.

Escape Law

Following the Osborne Association Survey, felons were separated from misdemeanants and orders were issued not to fire at fleeing misdemeanants. This resulted in a steady increase in the number of misdemeanants who run or walk away from their work on the roads. In trying to deal with this problem, prison officials have been severely handicapped by the lack of sufficient work for such inmates anywhere but on the roads.

Prior to 1955 the offense of escape was only a misdemeanor punishable by imprisonment at the discretion of the court and forfeiture of all gained time earned by previous good conduct. As a consequence, the amount of punishment imposed for escape had varied considerably from case to case, not only because of a lack of uniformity in court-imposed prison sentences, but also because the offender lost all gained time however much had been accumulated and without consideration of circumstances that might tend to extenuate or aggravate the offense.

Thus, two prisoners might escape at the same time, one with relatively little gained time because of a bad prison record, the other with several years of gained time accumulated by good conduct. Recapturing the one with the bad prison record might require much time and cost the state a considerable sum. The prisoner with years of accumulated good time might return voluntarily a few hours after the escape. Loss of all gained time would hurt the second prisoner a great deal while the first prisoner would have little to lose.

In 1955 Director Bailey asked for legislation to help reduce the adverse effects of these conditions. A bill was enacted rewriting G. S. 148-45 to make escape or attempt to escape from the State Prison System a felony if committed by any felon or by a misdemeanant who had previously been convicted of this offense. The first escape or attempt by a misdemeanant

continues to be classified as a misdemeanor. However, a misdemeanant who escapes once must, upon conviction, receive an additional sentence of from six months to one year. A felon who escapes once must, upon conviction, receive an additional sentence of from six months to two years. Any prisoner who is convicted of a second or subsequent escape must receive an additional sentence of from six months to three years.

Terms of imprisonment imposed for escape offenses are required to run consecutively with all sentences under which the prisoner was being held at the time of the escape offense, but prisoners convicted of escape offenses classified as felonies are to be treated as felons from the time of conviction, even though they have time remaining to be served on a sentence imposed for a misdemeanor.

Provisions formerly requiring forfeiture of all gained time were deleted by the 1955 legislation from G. S. 148-41 and 148-45. This left determination of how much gained time to take away in the discretion of the prison officials. This is now governed by a written prison policy.

The escape law modifications have been helpful, but they were never expected to solve the problem of the fleeing prisoner. The only completely satisfactory solution is to provide facilities wherein those prisoners who cannot be trusted outside prison confines can be kept safely and provided with constructive employment. The possibilities for control are greatly increased, however, when prisoners are transferred from work on the highways to work on prison farms. For this reason, plans for the future call for full development of the potentials of Caledonia Prison Farm and Odum Prison Farm by increasing inmate housing and expanding industrial and training activities at those institutions. Much has already been done in this regard.

Custodial Agents of the Director

For many years it has been the practice to use highway personnel to supplement prison guards in maintaining custody of prisoners employed in road work. After the Prison Department was separated from the State Highway Commission, the legality of this practice was questioned. To resolve all doubt, Director Bailey secured from the 1959 General Assembly legislation amending G. S. 148-4 so as to authorize designating employees of governmental units hiring prison labor as custodial agents of the Director of Prisons, the manner of designation to be determined by prison regulations. A regulation covering this subject has been enacted and implementing policies have been formulated and approved by the State Prison Commission. These establish procedures designed to assure that the persons designated as custodial agents understand and are capable of carrying out Prison Department policies pertaining to the control and custody of inmates placed under the supervision of such persons. These agents are issued identification cards.

Classification of Felons Serving Misdemeanor Sentences

Under another prison practice of long standing, prisoners convicted of a felony and sentenced to a term of imprisonment to be served after a term imposed on commission of a misdemeanor were classified as felons and placed in a felon unit even though they had not completed serving the misdemeanor sentence. Director Bailey secured from the 1959 General Assembly legislation amending G. S. 148-12 so as to provide legal sanction for this practice. Security required to protect the public against the threat from the escape of a person convicted of a felony is certainly called for during the period when the individual is completing a misdemeanor sentence to be followed by a consecutive felony sentence.

Treatment of Inmates Inflicting Self-Injuries

During the closing days of the 1959 General Assembly, a situation developed in the Prison Hospital involving refusal of treatment by inmates who had inflicted injuries upon themselves. Director Bailey asked for legislation to help him cope with this problem. Once again the General Assembly acted favorably on his request. Legislation was enacted authorizing the local health director to give or withhold consent to an operation or treatment of an injured prisoner when a board comprised of the Director of Prisons, the prison's chief medical officer, and a State or county welfare department representative finds that: (1) the injury was wilfully and intentionally self-inflicted; (2) the operation or treatment is necessary for the prisoner's health; (3) the prisoner is competent but refuses consent. This legislation was subsequently codified as G. S. 130-191.1.

Companion legislation makes it a felony punishable by a maximum of ten years imprisonment for a prisoner to inflict a self-injury incapacitating him to perform his prison assignment, or to aid or abet another inmate in such offense.

[Securing the passage of these bills under the most adverse circumstances completed for Colonel Bailey a remarkable record of success in his dealing with the Legislature. While Director of Prisons he had appeared before legislative committees in 1955, 1957, and 1959 in support of a total of twelve important bills pertaining to prison administration, apart from appropriation acts. All of them were enacted. He had appeared in opposition to three bills affecting prisons; two of them died in committee and the third was killed by an unfavorable committee report.]

Improvements in Methods

Whipping and handcuffing to the bars were not included in the punishments authorized by the prison rules and regulations approved by the State Highway and Public Works Commission on August 27, 1953. However, these regulations did continue to authorize dressing "C" grade felons in stripes, using shackles for custodial purposes, and punishing inmate offenders by solitary confinement on a restricted diet.

The 1955 legislation vested in the Director of Prisons the authority to propose prison regulations subject to the approval of the Prison Advisory Council, the State Highway and Public Works Commission, and the Governor. A new set was prepared. These regulations were worded so as to permit a gradual abandonment of the use of stripes and legcuffs and the substitution of punitive segregation in modern facilities on a regular or monotonous diet approved by the State Health Department for solitary confinement in dark cells on a restricted diet.

The use of stripes and legcuffs were first eliminated from units for youthful offenders and units for older offenders classified for medium custody. A new type of legcuff, encased in leather and designed so that it could be removed when the inmate entered the confines of a unit, was developed and its use restricted to inmates of designated units and only for custodial purposes. Monthly reports had to be submitted to the Assistant Director for Custody and Field Units on all inmates in stripes and legcuffs. Gradually the number decreased. In 1958 the use of both stripes and legcuffs was discontinued. A dark era was closed.

When legcuffs were abandoned two-guard security squads were developed in close custody units. The extra guard positions for close custody units

were made available by classifying twelve misdemeanor units for minimum custody. Sending only honor grade inmates to those units made possible reduction of the guard force by two to five officers.

Guards for misdemeanor squads no longer carry shotguns or rifles. This was discontinued in 1956. With over 11,000 inmates and most of them working outside prison confines, with over 6,500 in honor grade, and with over 4,000 being misdemeanants who need have no fear of being shot if they flee, escapes are inevitable. Bloodhounds are of great assistance in effecting the early apprehension of escaped prisoners. In July of 1957, five registered bloodhounds were purchased and a breeding kennel was established to provide the Department with its need for these useful and gentle dogs. The Department is also watching with interest the experimentations with police dogs to provide added prison security at Joliet and Statesville in Illinois. Dogs have proven to be useful to many sheriffs' and police departments and at sensitive military posts, but dogs other than bloodhounds have not been used for custodial purposes in prisons to any considerable extent.

Detailed policies have been developed covering the general duties of custodial officers and almost every phase of custody and security in the field units. Similar policies for each institution are in process of development. Plans have been prepared for meeting emergencies at each institution and field unit. These policies and plans are consistent with modern penology.

The most serious punishment that a single official can now impose on an inmate is the suspension of privileges and reduction from honor to "A" grade. Further reductions in grade, Sunday or holiday lockups, punitive segregation, monotonous diet, or loss of gained time requires action by a disciplinary committee and approval by the Director of Prisons or his authorized representative. The day of the arbitrary disciplinarian has passed.

CLASSIFICATION

Starting Point

Dr. MacCormick declared that few states in the country have greater need for a classification program than North Carolina. This State is one of the few where misdemeanants as well as felons are handled in the State's prisons. As a result there is an extraordinary spread in the variety of offenders to be dealt with in the North Carolina prison system.

Only the beginning of a classification program existed in 1950. The prison official responsible for supervision of that limited program had his headquarters at Central Prison. He had a variety of other duties, including photographing and fingerprinting all new prisoners and recording other identification data. Except for a typist, he had no paid staff.

A psychologist was employed at Central Prison in October 1952. His duties involved giving newly received inmates general classification tests similar to those used by the armed forces in testing new recruits. This was a step forward but much remained to be done to provide an adequate classification program.

In 1953 a departmental classification committee began meeting under the chairmanship of the Assistant Director for Rehabilitation. This committee dealt with inmates particularly difficult to classify. A smaller committee classified and assigned the regular run of felons received at Central Prison.

Regulations adopted in August, 1953, called for unit classification committees to be established and for all prison units to be classified in accordance with the type of inmate assigned and the facilities provided for their rehabilitation. These regulations established the objectives. The methods remained to be devised.

Accomplishments

Policies

Classification was the first subject chosen by Director Bailey to be dealt with in a written policy supplementing the regulations that had been adopted just before he took office. This choice was made because classification is the keystone on which effective prison programs are built. When inmates are grouped in accordance with their similar needs, those needs may be accommodated with less expenditure of time and money than where the groupings are haphazard. Contamination of first offenders by experienced and hardened recidivists may be avoided. Problem prisoners may be singled out for special handling. Proper classification permits the maximum matching of man and job within the limits of the law and existing employment opportunities. It is the best way to get the most good out of jobs with vocational training values for inmates. It is the method by which training and treatment programs may be individualized, custody and discipline tightened, and prison labor made more efficient.

The classification program has had to be changed repeatedly to keep up with increasing opportunities for individualization of inmate treatment. Improvements in the quality, quantity, and availability of information about inmates have also called for changes in classification procedures and forms to take full advantage of the better information. Expansion of staff and capital improvements made in the prison system have required adjustments and made possible extension of the classification program. As a consequence, the original classification policy has been removed from the Prison Department Guidebook and is now in process of major revision.

Classification Committees

A system of committees has been developed to handle classification at several levels. A Central Classification Committee functions at the top, with several subcommittees making classification decisions at the departmental level in specific functional areas. Membership on the Central Classification Committee and its subcommittees is determined with a view to representation of each area of prison administration affected by the decisions to be made. Each field unit division and each institution has a classification committee functioning at the local level in accordance with prescribed policies.

Classification Section

A Classification Section has been established within the Rehabilitation Division of the Prison Department. This Section supervises the mechanics of the initial classification and assignment and the reclassification and transfer of inmates throughout the State Prison System. All correspondence concerning classification and assignment of inmates is routed through this Section. The staff of the Classification Section now includes a Supervisor, an Assistant Supervisor, and four secretaries.

Inmate Labor Analyst

Expansion of Prison Enterprises increased the need for efficient classification and assignment of inmates. A particular need developed for someone able to correlate inmate labor availability with the need for inmates with certain characteristics to fill work assignments. For this purpose the position of Inmate Labor Analyst was established in October, 1958.

The Inmate Labor Analyst is responsible for forecasting requirements for inmate labor and for establishing inmate labor quotas to guide the

Classification Section. He is also responsible for administering a system of gained-time awards to inmates with unusual work responsibilities. His third function is the preparation of statistical reports, both routine and special, on inmate work assignments.

Inmate Job Placement

Another position established to permit more attention to be given to a function once performed by the Classification Section is that of Supervisor of Inmate Job Placement. This position was also established in October, 1958. Prior to this time the Classification Section had worked cooperatively with the Junior Chamber of Commerce and the Employment Service Division of the Employment Security Commission in an effort to find jobs for released inmates. But Director Bailey became convinced that much more could be done if the Prison Department had an officer who could give more attention to the problems involved in meshing the qualifications and interests of inmates about to be released with job openings in the free community.

The Supervisor of Inmate Job Placement assembles pertinent facts about inmates in need of jobs and presents this information in confidential form to prospective employers and cooperative agencies. He continues to make full use of services offered by the local Jaycee clubs and by the local offices of the Employment Security Commission; in addition, he is developing personal contacts with employers and enlisting the aid of church groups, Alcoholic Anonymous Chapters, trade unions, and other organizations and individuals who are willing to help find suitable employment for inmates about to be released. Prison and parole officials are working cooperatively in this endeavor. Since acceptable employment is a prerequisite for parole, the inmate job placement program is helping to expedite the parole of worthy inmates unable to find employment if left to their own resources.

Classification for Work Release Privileges

The Supervisor of Inmate Job Placement is also responsible for administrative direction of the work release program. This program is one of increasing importance and one that places North Carolina in the forefront of American penology. It will be discussed in greater detail in a subsequent section of this report.

Reception Center

The initial clinical study of most felons received in the prison system is made at the Reception Center presently located in Central Prison. This Center has expanded considerably in staff and functions during the past seven years. The Reception Center's staff now includes a Supervisor, an Assistant Supervisor, and a Classification Interviewer and Clerk Typist.

Personality testing for all admissions to the Center were initiated in 1955; applied research and annual analysis reports were started that same year. In 1957 improvements were made in educational testing and a personality test scale was developed to identify problem inmates. Functional extensions made in 1958 include additional testing of inmates scoring low on group I.Q. tests, complete psychological testing of inmates referred for psychiatric examination, personality screening of applicants for custodial employment at Central Prison. That same year the social history interview procedures were revised and made more thorough. Aptitude testing, the gathering of clinical social history, and complete processing of inmates being considered for outside job assignments in the Raleigh area were innovations made in 1959. Further development of Reception Center functions are anticipated, but it will reach its maximum potential only after it has been removed from Central Prison.

Unit Classification

Prison rules and regulations provide that all units of the Prison System shall be classified in accordance with the type prisoner confined therein and the facilities provided to promote the rehabilitation of the prisoners. Considerable progress has been made toward developing a diversified system of classified units. Capital improvements made in the Prison System in the last seven years have helped the classification program.

Adequate custody of all inmates is recognized as the primary responsibility of the Prison Department. But placing all inmates under maximum custody would be economically wasteful and unnecessarily hurtful to programs for their constructive employment and progressive rehabilitation. On the other hand, insufficient custody does not provide the control necessary to protect the public, prison officers, and other inmates; furthermore, an inmate must be safely held in order that he may be effectively treated.

All units of the prison system are classified for maximum, close, medium, or minimum custody. Inmates are moved from units of greater to lesser custody as rapidly as this may be done safely, not only because each step down the security scale is to a facility much less costly to operate but also because successful adjustment to lessening custodial restraints is the best preparation for ultimate release into the free community.

Continuous testing and adjustment of classification criteria and improvements in classification techniques have made it possible to reclassify a number of units for lesser security. Renovations and new construction planned for the institutions will permit further reclassification of field units for lesser security. This is particularly desirable because the relatively small capacity of field units makes it uneconomical to staff them with sufficient guards to maintain close custody. The use of field units for close custody inmates has been a measure of necessity and not of choice.

In addition to being classified in accordance with the degree of custody maintained, units of the State Prison System are classified according to other characteristics of their inmates. Most units are classified to receive either felons or misdemeanants although there are a few mixed units. Field units are classified for a single race, as are the Youth Centers. Age, prison experience, and physical fitness are the determinants added to crime, race, and custodial classification for assignment to some units.

Youthful male offenders less than 21 years of age at the time of sentence, who have not previously served a total of more than six months in jail or prison and who are sentenced to serve six months or more in the State Prison System, must be segregated from inmates other than youthful offenders if the sentencing judge so provides. Units designated to receive these youthful offenders must be staffed, as far as possible, with personnel especially qualified by training, experience, and personality to operate units for youthful offenders. The Director of Prisons is authorized to terminate the segregation of any inmate who exercises a bad influence upon his fellow inmates or who fails to take advantage of the opportunities offered by such segregation. Youthful first-term male offenders less than 25 years of age at the time of sentence may be classified for transfer to a Youth Center after they work up to honor grade at another unit. Misdemeanants as well as felons are now being sent to the Youth Centers.

Although not required to do so by law, the Prison Department has also classified four field units for first offenders 21 to 30 years of age. Two field units have been classified exclusively for physically handicapped inmates; four other units receive physically handicapped but also able-bodied inmates. Two field units have been classified to receive inmates who are mild mental defectives.

Legislation

As a part of the changes designed to increase the administrative authority of the Director of Prisons, General Statute 148-4 was rewritten by the 1955 General Assembly. This statute now provides that any sentence to imprisonment in any unit of the State Prison System, or to jail to be assigned to work under the State Prison Department, shall be construed as a commitment, for such terms of imprisonment as the court may direct, to the custody of the Director of Prisons or his authorized representative. The Director or his representative is authorized to designate the places of confinement within the State Prison System where the sentence shall be served.

The 1955 General Assembly also rewrote General Statute 148-12. This statute now requires prison rules and regulations to provide for the initial classification and periodic reclassification of prisoners. It also requires classification and conduct records to be kept on all prisoners held in the State Prison System.

The 1959 General Assembly added a sentence to General Statute 148-12. This sentence provides that any prisoner confined in the State Prison System while under a sentence to imprisonment imposed upon conviction of a felony shall be classified and treated as a convicted felon even if, before beginning service of the felony sentence, such prisoner has time remaining to be served in the State Prison System on a sentence or sentences imposed upon conviction of a misdemeanor or misdemeanors.

All of these statutory changes were requested or supported by Director Bailey. They provide a solid statutory support for reception and classification policies and programs in line with the best concepts of correctional administration.

Mental Health Project Grant

The National Institute of Mental Health has granted funds for a project to be directed by the Prison Department's Assistant Director for Rehabilitation. This project will introduce social work techniques into the classification program. A sum of \$5,000 was granted for the period from 1 January to 1 October 1960; \$20,000 was granted for the period from 1 October 1960 to 1 October 1961.

An effort is being made now to recruit the chief social worker for this project. He will work with the Central Classification Committee, preparing reports on problem prisoners to facilitate reclassification. He will assist the prison psychiatrist by preparing the social history portion of the psychiatric report before the patient is interviewed by the psychiatrist.

Two other social workers will be employed in October. One will work at the Reception Center, providing individual and group counseling for newly admitted inmates to reduce their tensions and develop attitudes favorable to their rehabilitation. He will also be used to increase the amount and usefulness of social history information available to classification committees. He will do this by supplementing interviews with inmates both by correspondence and by occasional trips to gather information in the home community of particular inmates.

The third social worker will assist the unit classification committee at Central Prison by preparing reports on inmates to be interviewed for reclassification. The objective will be sufficiently frequent and comprehensive reevaluations to keep the treatment of Central Prison's inmates consistent with changes of attitude and behavior. He will interview inmates individually and he will conduct group counseling sessions. He will give special attention to long-term inmates preparing for release from prison.

Inmate Records

In 1959 steps were taken to convert the active inmate records to a form for machine operations. Basic information essential for classification purposes as well as for statistical reports and research is coded and punched on cards, which can be readily and rapidly processed through machines to supply needed facts about all persons committed to the State Prison System. This system is designed to facilitate the location of all inmates possessing particular characteristics. Inmates most likely to be qualified for particular programs can be quickly located for closer study by the appropriate classification committee. This system is expected to effect economies in the operation of the Consolidated Records Section as well as increase efficiency in classification and statistical operations.

Another project of major importance is the microfilming of inactive inmate records. This project was initiated in 1958 by the Prison Department in cooperation with the Department of Archives and History. Records that formerly required many filing cabinets for storage have been reduced to micro-film that can be stored in a comparatively small space fully protected from fire. Another advantage accruing from this project is the consolidation of the records of recidivists. This consolidation is another aid to classification of those recidivists currently serving sentences in the State Prison System.

Fingerprints are now taken of all inmates. Approximately 600,000 prints are currently on file. This complete coverage has contributed to the speed and certainty of apprehension of escaped inmates.

The Consolidated Records Section is required by law to collect police information; to assist in locating and identifying criminals; and to prepare and publish police information for the law enforcement officers of the State. The improvements made facilitate the performance of these functions.

The first part of the report is a general introduction to the subject of the study. It discusses the importance of the study and the objectives of the research. The second part of the report is a detailed description of the methodology used in the study. This includes a discussion of the data sources, the sampling method, and the statistical techniques used to analyze the data. The third part of the report is a presentation of the results of the study. This includes a discussion of the findings and their implications. The fourth part of the report is a conclusion and a discussion of the limitations of the study. This includes a discussion of the strengths and weaknesses of the study and suggestions for future research.

MEDICAL SERVICES

Starting Point

In 1953 only one physician was employed full-time in the medical service of the State Prison System. He acted as Supervisor of Medical Services as well as being the single resident physician at Central Prison Hospital and at Women's Prison Hospital. There was a part-time psychiatrist, but he had time for little more than diagnosing cases referred to him because of indications that the inmates referred were mentally ill. Dependence had to be placed upon part-time specialists at the hospital, part-time physicians at all units outside the Raleigh area, and part-time dentists or local dentists for all dental work. There was only one registered nurse on the staff at the Central Prison Hospital. Inmates were being used for most of the nursing care and technical assistance. There was a need for detailed medical policies to guide the part-time physicians and dentists and the regular personnel of units outside the Raleigh area.

Accomplishments

Personnel

The professional staff of the Prison Department's Central Hospital has been considerably increased since 1953. Another full-time physician, a full-time psychiatrist, and two full-time dentists have been employed. Nine additions have been made to the nursing staff; another nursing position has been approved although the position has not yet been filled. An X-ray technician and another full-time druggist have been employed. Clerical and dietary personnel have been added to the Hospital's staff. However, heavy reliance is still being placed upon part-time doctors.

Dr. J. B. Whittington included in his 1951 Medical Survey Report on the North Carolina Prison System recommendations that the Medical School at Chapel Hill be requested to work with the Prison Department in research studies on congenital homosexuals, and that the clinical material of the prison hospital be used for teaching purposes by the Medical School. Senior medical students and residents would augment the prison hospital staff.

Dr. Harley C. Shands made a similar suggestion respecting the staffing of a psychiatric hospital for the State Prison System, and further suggested that this hospital be made a part of a diagnostic and treatment center located sufficiently close to the medical schools in Chapel Hill and Durham to facilitate drawing upon their professional staffs and the staffs of other departments of Duke and the University of North Carolina. These suggestions were made in a report covering a survey made for the Prison Department by the Department of Psychiatry at the University of North Carolina. This report is currently being studied by a special committee of academic and governmental representatives with a view to translating general into specific recommendations.

Policies

Medical policies have been formulated and promulgated in the Prison Department Guidebook. These policies cover such varied topics as artificial members, dental care, examinations, eyeglasses, hospitalization and surgery, relations with local health departments, records and reports. They provide essential guidance for the many physicians employed part-time at field units, as well as for the regular members of the medical and custodial branches of the Prison Service.

RELIGIOUS SERVICES

Starting Point

The present Supervisor of Religious Services occupied the same position in 1953. At that time, however, he had no other full-time chaplain to assist him. Nor did he have the aid of written policies to implement the statutory provisions requiring necessary arrangements for religious services to be held for inmates of the State Prison System on Sundays and at such other times as may be wise.

Accomplishments

Personnel and Facilities

Another full-time Chaplain has been added to the staff of the Supervisor of Religious Services. A new chapel was dedicated at Women's Prison in 1956. The inmates there have made drapes, a cross, a table, and kneelers for this chapel. A new chapel at Central Prison was dedicated in 1959. This is considered by many persons to be one of the finest prison chapels in the country. At units without chapels other facilities have been adapted for chapel purposes.

Policies and Programs

Religious services are held at each unit of the State Prison System on Sunday and at such other times as may be prescribed by the Supervisor of Religious Services with the approval of the Assistant Director for Rehabilitation. The Supervisor of Religious Services aids the officer in charge of each unit in scheduling religious services and making the necessary arrangements for personnel and facilities.

In view of the fact that the inmate population includes members of numerous Protestant denominations, and that opportunities for service made available for one must be made available for all, Protestant religious services are conducted on a non-denominational basis. Provisions for services for Catholic, Jewish, and other faiths are proportioned to the number of inmates professing these faiths and the facilities and personnel available.

As a general rule no more than six people from the free community are permitted to participate in religious services conducted within the confines of a prison unit. However, the officer in charge of a unit may permit participation by choirs composed of more than six outsiders where this will not create excessive security hazards.

Honor grade inmates may be permitted to attend or participate in religious activities conducted outside the confines of a prison unit when the arrangements for their attendance or participation have been approved by the Supervisor of Religious Services and the Assistant Director for Custody and Field Units. The Director of Prisons may authorize inmates not in honor grade to participate in outside religious activities involving rituals that cannot be performed within the confines of a prison unit.

Religious counselling services are provided for inmates. However, no religious counselling of inmates is permitted unless conducted by recognized professional ministerial groups. Unit heads coordinate their religious counselling activities through the Supervisor of Religious Services.

During the past seven years, there has been a considerable increase in the number of Sunday school classes conducted in addition to the regular worship service, in the number of inmates taking Bible correspondence courses, and in the number of inmates taking advantage of counselling services offered by the Chaplains.

INMATE EDUCATION

Starting Point

Ten years ago Austin MacCormick found no educational work whatever being carried on for inmates of the North Carolina Prison System, except at the Butner Youth Center. It was not until the Fall of 1952 that the position of Supervisor of Education was established. The initial efforts of the Supervisor of Education were devoted to building up libraries for inmate use and assisting in classification and other rehabilitation activities related to inmate education.

Accomplishments

At Central Prison

On June 6, 1955, a Food Service School was established at Central Prison. This school was approved by the Department of Public Instruction on August 4, 1955. Inmates attend classes eight hours a day, five days a week, for a total of 480 hours of instruction spread over a three month course. This course was designed both to meet the Prison Department's need for capable inmate cooks and to teach selected inmates skills which will better fit them to find honest employment upon their release. Since its inauguration, 263 inmates have successfully completed the course and have been awarded certificates. These graduates have played an important part in reducing annual food costs in the State Prison System approximately half a million dollars.

The first full-time vocational instructor was employed at Central Prison in January, 1956. Since then literacy classes, trade-related classes, and a brickmasons school have been inaugurated at Central Prison.

The Brickmasons School was established in October, 1956; it too has been approved by the Department of Public Instruction's Division of Vocational Education. Certificates have been awarded to 138 inmates who have successfully completed this 12 week course. These graduates have helped to accelerate the Prison Department's construction program, which was lagging for lack of skilled masons.

The effectiveness of vocational training as a rehabilitation measure is indicated by the contrast between the recidivist rate of 66 percent for the total inmate population and 16 percent for graduates of the Brickmasons School. This percentage is derived from figures tabulated below.

BRICKMASON SCHOOL GRADUATES 1957-58

<u>Class</u>	<u>Completed</u>	<u>Number</u>	<u>Released</u>	<u>Have Not Returned</u>	<u>Parole Violators</u>	<u>New Sentence</u>
1	1-18-57	10	9	8	1	0
2	4-19-57	8	3	1	1	1
3	8-16-57	8	6	6	0	0
4	1-17-58	13	12	11	1	0
5	4-18-58	14	12	9	3	0
6	8-1-58	14	6	5	1	0
7	11-21-58	<u>15</u>	<u>8</u>	<u>7</u>	<u>1</u>	<u>0</u>
		82	56	47	8	1

At Women's Prison

Employment of a fully qualified instructor in June, 1956, permitted formalizing the inmate educational activities at Women's Prison previously conducted informally under the supervision of matrons. The instructor now

conducts, with assistance from outside agency volunteers, courses in: Typing, Remedial Reading, Spelling, Arithmetic, English, Literacy, Bible Study, Sewing, Home Nursing, Driver Education, and Waitress Training. Other inmate activities of an educational nature directed by the instructor include: Handicrafts, a Book Club, Music Appreciation, and the Library.

At Caledonia Prison

A formalized inmate education program became possible at Caledonia Prison when a vocational agriculture instructor was employed in June, 1956. Since then, classes have been conducted there for illiterates and low-literates as well as classes in various agriculture subjects, including: Operation and Care of Farm Machinery, Rural Arithmetic, Livestock Production, Field Crops, Poultry Production, Shop Work on the Farm, and Management of Farm Woodlands. Two new classrooms and a library were occupied during 1959.

At Polk Prison

A vocational instructor was employed at Polk Prison in January, 1958. This instructor conducts classes in Civics, Typing, Business English, Spelling, Mathematics, and Business Office Practices. Inmates attend the school eight hours per day, five days a week. The course lasts for 24 weeks. This clerical school is also approved by the Department of Public Instruction. For the class of 12 inmates graduated on December 15, 1959, the class average in typing was 40 correct words per minute.

At Field Units

Prior to 1958, there were no organized educational activities for the inmates of the 86 field units of the prison system. However, during 1958 funds were made available for the employment of 20 part-time instructors to offer literacy classes on Saturdays for the inmates of twenty medium custody felon units. County and city school superintendents assisted prison officials

in obtaining able instructors for these classes. Inmate response has been good and the program was extended in September, 1959, to include a teacher at 36 medium custody felon units. From an average population of 3,228 at the 36 units in October, 1959, a total of 533 inmates (17%) were participating in these classes.

On-the-job Training

Whenever possible the benefits of formal training have been extended by assigning inmates who complete vocational courses to work that will give them practical experience. In addition to correlating training programs with work assignments, the various job assignments for inmates that have a definite training value have been consciously used by the Prison Department to provide inmates, who lack vocational competence when committed, with vocational training. Jobs with training value have been steadily increased.

Job Placement for Released Inmates

The ultimate goal of all rehabilitation programs is the integration of the inmate in the free community as a law-abiding and self-supporting person. Therefore, it is not enough to provide an inmate with vocational training. It is essential that the training be correlated with an effective job placement program.

The position of Supervisor of Inmate Job Placement was established in October, 1958. One function of this office is assembling facts which a prospective employer will need to know about an inmate's training and job experience while in the prison system. A second function is providing prison personnel responsible for inmate training with the facts they need in order to gear their programs to meet the requirements of prospective employers of released inmates. Through the efforts of this office and cooperating agencies, employment has been secured for 265 released inmates during the period from December, 1958, to December, 1959.

EDUCATIONAL PROGRAM OF NORTH CAROLINA PRISON DEPARTMENT, FEBRUARY 1960

<u>Course</u>	<u>Location</u>	<u>Enrollment*</u>	<u>Length</u>	<u>Began</u>	<u>Comments</u>
Literacy	Umstead Y.C.	50	Varies	1949	Evening classes
	Goldsboro Y.C.	30	Varies	1952	Evening classes
	Central Prison	60**	Varies	1956	When not at work
	Women's Prison	50**	Varies	1956	When not at work
	Caledonia Farm	60**	Varies	1956	When not at work
	20 Field Units 16 Field Units	800	Varies	1958 1959	When not at work
Elementary (various)	Umstead Y.C.	50	Varies	1949	Evening classes
	Goldsboro Y.C.	25	Varies	1952	Evening classes
High School (various)	Umstead Y.C.	50	Varies	1949	Evening classes
	Goldsboro Y.C.	20	Varies	1952	Evening classes
Food Service	Central Prison	75	10 weeks	1955	On job experience
Brickmason	Central Prison	60	12 weeks	1956	On job experience
Trade Math	Central Prison	60	Varies	1958	When not at work
Typing	Women's Prison	50	90 hours	1956	When not at work
Waitress	Women's Prison	35	3 weeks	1957	When not at work
Domestics	Women's Prison	45	Varies	1960	When not at work
Clerical	Polk Prison	30	24 weeks	1958	On job experience
Agriculture: Livestock, Poultry, Rural Arithmetic	Caledonia Farm	80	12 weeks	1958	On job experience
Agriculture: Field Crops, Machine Operation	Caledonia	80	12 weeks	1958	On job experience

* Estimated annual

** Limited to inmate-volunteers released from work for class hours.

ON-THE-JOB TRAINING ASSIGNMENTS

	<u>1957</u>	<u>1958</u>	<u>1959</u>
Agriculture	431	523	549
Abattoir	6	11	8
Barbers & Beauticians	14*	20*	19*
Cannery	55	109	116
Clerical	40	99	100
Cold Storage	17	18	19
Construction & Maintenance	283	310	391
Elevator Operators	7	6	7
Food Service	561	652	645
Forestry	57	75	110
Garage Attendant	15	20	25
Hospital (ward attend., X-ray, etc.)	67	69	69
Landscaping	6	8	11
Laundry	133	133	131
Janitorial & Housekeeping	137	137	218
Duplicating Plant	0	0	7
Paint Plant	16	14	15
Printing	43	45	56
Sewing	91	72	84
Sheet Metal	64	60	88
Sign Shop	24	28	31
Soap Plant	22	24	27
Shoe Repair	5	5	6
Warehouse	16	33	38
Woodwork Shop	8	12	44
Total	<u>2118</u>	<u>2483</u>	<u>2814</u>

* Full time at Institutions

Legislation

The 1959 General Assembly enacted legislation, subsequently codified as General Statute 118-22.1, which authorizes the Prison Department to take advantage of aid available from any source to provide academic and vocational education for inmates of the State Prison System. Priority is to be given to meeting educational needs of inmates under 21 when received with sentences under which they will be held not less than six months nor more than five years before being eligible for a regular parole. These needs are to be established by giving the inmates appropriate tests. The State Department of Public Instruction is authorized to cooperate with the Prison Department in planning academic and vocational education programs for prison system inmates.

This legislation should give added impetus to the programs for inmate education that have been developing rapidly in recent years. It is a clearer statutory sanction for these programs than the provisions of General Statute 118-22, which simply provides that the Director of Prisons shall arrange certain forms of recreation for the prisoners and organize classes so that those who desire may receive instruction in various lines of educational pursuits.

Possible sources of financial aid for inmate education include federal funds, foundation funds, private individuals, and profits from prison enterprises. General Statute 118-22.1 clearly complements legislation enacted by the 1959 General Assembly to promote the expansion of prison enterprises to provide vocational training for prisoners. It is another plank in the statutory foundation for a modern correctional system.

INMATE RECREATION

Starting Point

As previously noted, General Statute 148-22 requires arrangements to be made for inmate recreation. During their leisure hours, inmates are to be given an opportunity to take part in games and other forms of amusement provided. This statute was in effect in 1953 and a Supervisor of Recreation had been employed to develop a recreation program. However, only a beginning had been made.

Accomplishments

Policy

A recreation policy has been developed for a system-wide inmate recreation program. The Supervisor of Recreation has the responsibility for the overall planning and direction of this program. The officer in charge of each unit is responsible for seeing that those phases of this program appropriate for his unit are developed there. He assigns one or more inmates to care for recreational equipment and facilities and to maintain records required by the Supervisor of Recreation. Students from North Carolina State College are assisting with the program at Central Prison.

The policy prescribes games to be permitted and encouraged at each unit, and lists required and optional recreation equipment and facilities. Handicrafts and hobbies are permitted within limits set forth in the policy. Prior to 1959 there was no legal basis for permitting sales by inmates of items of handicraft they produced. Now General Statute 14-346, as amended in 1959, excepts from the prohibition against the sale of articles produced by prisoners articles of handicraft made by the inmates of any penal or correctional institution of North Carolina during their leisure hours and with their own materials.

Authorizing sales of handicraft items permits development of this activity, under proper controls, to provide a means for inmates to earn a small income while in prison as well as to learn vocational and avocational skills that will benefit them after their release. Standard plans for a handicraft shop, a storebox, and a combination of the two facilities have been prepared, and the policy requires all new facilities for these purposes to be constructed in accordance with those standard plans.

The policy permits units of the State Prison System to organize teams to engage in inter-unit competition in major sports. The Supervisor of Recreation establishes the league rules for each major sport in which inter-unit competition is organized. This competition must not interfere with work or training programs and care is exercised to prevent the athletic program from degenerating into one of spectator sports only.

The showing of motion pictures and television and the playing of radios for inmates is considered a part of the recreation program and these activities are governed by the policy. This policy also permits inmate entertainment and requires prison officials to encourage inmate participation in amateur theatricals primarily for inmate audiences. Conditions are also prescribed for recreational activities and athletic contests conducted outside prison confines or with any group that is not a part of the prison population.

Facilities and Program

Athletic fields have been constructed at Central Prison, Polk Prison, Caledonia Prison, the Goldsboro Youth Center, and several field units. Five baseball leagues and a softball league have been organized. Horse shoe pitching has been organized on a league basis where ball games are inappropriate. Participation in the annual statewide boxing tournament has more than doubled in the past five years.

INMATE EMPLOYMENT

Starting Point

Seven years ago nearly ninety percent of the able-bodied male inmates of the State Prison System were employed on the roads or in related work. This was in accordance with a statute which gave road work priority for the labor of male inmates. Those not needed on the roads could be employed on prison farms, or in prison industries or forestry work, or on hire to other governmental agencies.

During the fiscal year 1952-53 the number of prisoners employed in road work averaged around 8,000. Less than 300 were employed on prison farms and about 250 in prison industries. Prison industries were concentrated at Central Prison and Women's Prison. There was no forestry work program and only a few inmates were employed by any agency other than the State Highway and Public Works Commission.

In using prison labor for other than road work, preference had to be given to the production of goods needed by the State Highway and Public Works Commission. Excess farm products could be sold on the open market, but products of prison industries were limited to the governmental market. The only captured market was that created by the State's requirements for license tags. Very few prison products were being sold to any governmental agency other than the State Highway and Public Works Commission.

Prison enterprises were handicapped by the lack of working capital and by the lack of law requiring state agencies to purchase prison products meeting standard specifications and market prices. The training value potential of prison industries was available only to a relatively small part of the population of Central Prison and of Women's Prison.

Accomplishments

Road Work Retained

Road construction and maintenance are recognized to be excellent types of employment for carefully selected prisoners. What correctional authorities admonish against is not the work but the way road camps have been run in the past. Reputable penologists impugn the use of striped clothing, step chains, and gun guards for custody, and deprecate severe disciplinary punishment. Criticism has also been aroused where inmates working on the roads have been housed in facilities with low sanitary standards and serious fire hazards and without adequate provisions for constructive leisure time activities.

In 1950 Dr. MacCormick recommended gradual reduction of the road force in North Carolina until it should consist of short-term misdemeanants and selected felons. In 1954 highway engineering experts from the New York firm of Parsons, Brinckerhoff, Hall and MacDonald recommended that only honor grade inmates selected on the basis of their potential tenure and efficiency on the job be employed for five or six road construction projects requiring about a hundred prisoners each. In a report submitted to the Chairman of the State Highway and Public Works Commission on 14 August 1956, the State Highway Chief Engineer stated that the Commission could use to advantage not over 5,200 inmates on a continuing basis, assuming that these were inmates with sentences sufficiently long to permit selection and training for particular types of work with adequate time left for the Highway Commission to reap some of the fruits of such training. These views raised fear that creation of an independent Prison Department would result in curtailment of road work before other constructive employment could be found or developed for prisoners.

1890

This has not happened. Separation legislation included a provision that as many of the male prisoners available and fit for road work shall be employed as can be used for this purpose. The number to be assigned and the amount to be paid for their labor must be agreed upon by the governing authorities of the highway and prison systems far enough in advance to permit proper provisions to be made in the requests for appropriations submitted by each agency. The Governor decides these questions in event of disagreement between the two agencies.

Since separation the highway and prison officials concerned have worked cooperatively to improve the conditions under which inmates are employed for road work. Stripes and step chains have been eliminated. Methods employed to discipline inmates are now consistent with modern correctional concepts. Facilities at field units have been renovated to raise sanitary standards and eliminate fire hazards. The number of honor grade squads has been steadily increased. Close custody inmates assigned to the road force have been placed under tighter control by assigning two guards to security squads.

A bill was introduced in the 1959 General Assembly to prohibit the State Highway Commission from making use of prison labor in the operation of highway maintenance equipment on the public roads. Director Bailey and Director Babcock both appeared before the Penal Institutions Committee of the House to oppose enactment of this bill on the grounds that it would immediately idle 150 prisoners, require an expenditure of \$300,000 a year to pay for free labor to perform the work the prisoners had been doing, and establish a precedent for legislation cutting down opportunities for constructive employment of prisoners. The bill was never reported back to the House.

Vol. 41, No. 19

1930

CONTENTS
ORIGINAL ARTICLES
The Effect of the Diet on the Blood Sugar in the Normal Individual
The Effect of the Diet on the Blood Sugar in the Diabetic Individual
The Effect of the Diet on the Blood Sugar in the Obese Individual
The Effect of the Diet on the Blood Sugar in the Elderly Individual
The Effect of the Diet on the Blood Sugar in the Young Individual

DEPARTMENTS

EDITORIAL
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

SYMPOSIUM
The Medical Profession and the Public
The Medical Profession and the Government

Enterprises Expanded

Director Bailey realized that expansion of prison enterprises would have to be based on a careful study of many factors. To win and retain the support of all concerned, prison enterprises must have training value for inmates employed, produce quality products, and prove to be a financial asset to the State. Sometimes the training value of a particular enterprise may warrant its operation even though a financial loss results. Obviously, the number of such enterprises must be kept to a minimum.

Population Analysis - Since the primary purpose of prison industries is to provide employment with vocational value for prisoners, a study of the inmate population was obviously necessary. A population analysis was made as a part of the study on the feasibility of separation. This analysis revealed that a high percentage of the inmate population could profit from industrial, agricultural, and forestry employment of various types. The previous work experience of most prisoners places them in the unskilled or semi-skilled categories. The number who have had experience in various machine trades and crafts about equals the number who have engaged in agricultural or forestry operations. Knowledge about the characteristics of inmates classified for assignment to particular units of the prison system has helped in determining the suitability of different enterprises for location at designated units.

Potential Determined - On 10 August 1955, Mr. G. W. Randall, Jr., was engaged as a special consultant to assist Director Bailey in determining the potential market for prison products and the potential of existing enterprises for employing inmates and producing goods. Mr. Randall also investigated possibilities for new or expanded operations. He was appointed Chairman of the Board of Paroles by Governor Hodges on 1 July 1956, but

before assuming his parole duties, Mr. Randall submitted a report of his findings respecting enterprise potentials to Director Bailey.

Controlling Factors - With the need for additional employment for inmates established, the market potential surveyed, and the potential of existing enterprises determined, it was possible to proceed with enterprise expansion. This expansion has been based upon several controlling factors:

First, consideration is given to the type of inmates to be employed. An attempt is made to locate enterprises at units classified to receive inmates most likely to profit from the training provided. Items selected for manufacture or services to be rendered at a particular unit must be of a type which the inmate labor available there can produce of a quality comparable with the best produced by private enterprises. If skilled workers are essential, the enterprise must be located at a unit where the inmates are serving terms long enough to permit them to be trained and some use to be made of their training before they are released.

Units housing inmates of a type likely to riot or sabotage machinery or goods are not considered suitable locations for industries requiring expensive equipment easily wrecked or using materials of a potentially dangerous nature or producing goods easily sabotaged. Accordingly, since the paint plant uses volatile oils and varnishes, it has been moved from the industrial building within the walls to a small warehouse outside the walls of Central Prison. This move also permitted advantage to be taken of bulk storage facilities, and allowed materials to be handled by special equipment.

A second factor is the size and location of markets to be served. To the maximum extent practicable, enterprises are being located close to the markets to be served. Warehousing and transportation costs add to unit costs and reduce possible profits.

A third factor is the source and availability of raw materials. Industries are favored that use raw materials available in North Carolina. Opposition to any industrial expansion is inevitable; any support that can be gained from local suppliers of needed materials is therefore valuable. Industries dependent upon raw materials likely to be unavailable in event of war have been rejected.

A fourth factor is the funds required. Amounts required for the construction of facilities and the purchase of equipment and supplies are being calculated early in the planning process so as to avoid wasting time planning for an industry requiring a capital investment larger than the maximum amount likely to be obtained.

A fifth factor is probable profits. Intangible profits derived from the vocational training given prisoners and from the insurance against unrest and rioting that a worthwhile work program helps to provide are important to consider in enterprise expansion, but measurable monetary profits to help defray the costs of other prison operations as well as to make the enterprise program self-supporting are also important.

A sixth factor is the degree of competition with private enterprise that a prison enterprise would offer. Private enterprise suffers to the extent that products or services purchased by the State or any of its political subdivisions from prison enterprises would otherwise have been purchased from a private business. Many small diversified industries are preferred to avoid concentrating competition on any one private industry or

labor group. Diversification is also essential to provide the variety in possible job assignments necessary to meet the differing needs of individual prisoners and to avoid training more prisoners in a particular kind of work than can be absorbed easily in the free labor market as the prisoners are released. In considering whether to expand the prison enterprise program in a particular manner, the central question the prison officials ask themselves is whether the advantages to the State that would accrue from that expansion can be shown to outweigh the interests of private enterprises adversely affected.

A seventh factor is the experience of other states. There is no need to repeat in North Carolina mistakes made elsewhere; nor should this State lose the advantage to be gained from a study of successful industries operating in other prison systems. Therefore, some key man in the prison enterprise organization invariably seeks the help of prison officials in other states operating a particular enterprise when an important planning question arises respecting such an enterprise in this State.

Organization - In 1953 all prison industries were being operated as an administrative unit under the Warden of Central Prison. The Superintendent of Industries was responsible directly to the Warden for planning, directing, and coordinating the operations of the various industries at Central Prison plus the apparel shop at Women's Prison and the abattoir at Polk Prison. A foreman or technical specialist was employed to supervise operations at each industrial plant, shop, or laboratory. Laundries and canneries in the prison system were not organized as industries. The officers in charge of Caledonia Prison and other units located on farms were operating them with much independence and little coordination with related activities in the prison system.

In 1954 Director Bailey had a position established at the assistant director level for an official charged with developing a coordinated program of farming operations. This official was also given functional authority to coordinate the operations of all canneries with the farm program. The position of special consultant on prison enterprises, first filled by Mr. Randall in 1955, eventually evolved into a permanent staff position at the assistant director level for an official charged with functional supervision of all prison industries.

Following separation in 1957, a management consulting engineer was employed to work out an effective organization and help to establish policies for prison enterprises. An accounting firm was employed to devise a system of cost and accounting records. These two actions resulted in centralization of control of all prison enterprises in an official who reports to the Director of Prisons.

One key official in the prison enterprise organization, at the level next below the executive head, has the title of General Manager of Industrial and Service Enterprises. Under him are four managers, each responsible for one of the following: industrial enterprises; labor services; forestry operations; laundries.

The other key official next below the executive head of the prison enterprise organization has the title of General Manager of Farming and Food Processing. Under him are four managers, each responsible for one of the following: canneries, Caledonia farm, the abattoir and cold storage; quality control.

This organization was substantially completed about 1 January 1959.

State-Use Law - Experience in this State and elsewhere has demonstrated that a well developed prison enterprise program can provide varied and constructive employment for many prisoners and produce quality products for tax-supported agencies at less than the cost of corresponding items obtained from commercial concerns. Experience has also shown that prison enterprises can be forced to shut down by lack of sales for their products where they are restricted to the state-use market and also compelled to bid with commercial concerns for the business within this market. Private enterprises, with other markets open to them, can often afford to bid under costs for a period sufficiently long to close a competing prison plant, and then raise their bids to recoup their losses. To protect the State's investment in its expanding enterprise system, the Prison Department asked the 1959 General Assembly for legislation to compel State-supported agencies to purchase fairly priced prison products that meet standard specifications and the reasonable requirements of such agencies. The proposed legislation was enacted.

General Statute 14-346 was rewritten to clarify the exceptions to provisions making it a misdemeanor to sell in this State products of convict labor. The law, as rewritten, permits open market sales of items produced by probationers, parolees, or work-release prisoners, and products of agricultural, forestry, quarrying, or mining operations employing inmates of a State penal or correctional institution. Such institutions may also manufacture items to be sold to agencies supported in whole or in part by the State or to its political subdivisions. Inmates of a State penal or correctional institution may sell handicraft items they make during leisure hours and with their own materials.

No one objected to clarifying G. S. 14-346 so as to remove all doubt about the legality of practices developed since the law was originally enacted in 1933. The opposition focussed on the section of the bill adding a new paragraph to G. S. 148-70.

This addition requires departments, institutions, and agencies supported in whole or in part by the State to give preference to Prison Department products. It forbids them to buy from any other source without permission of the Board of Award when a sufficient supply of prison products are offered for sale that meet standard specifications and the reasonable requirements of the user as determined by the Board of Award. Prices of prison products must be kept substantially in accord with those paid by governmental agencies for similar items as determined by the Board of Award. The Board may require competitive bids when it considers this in the best interests of the State as a whole, but prison products are exempt from the general laws respecting contracting for State requirements under competitive bids.

Part of the opposition to this controversial section was roused by the erroneous belief that it would compel cities and counties to purchase prison products. Political subdivisions of the State may purchase prison products offered for sale to them but they are under no compulsion to do so. Other opponents seemed to fear an excessive expansion of prison enterprises to the mortal injury of many private enterprises selling in the State-use market.

While enactment of this legislation permits the Prison Department to expand and diversify its prison enterprises, the door is not thrown open. Many articles used by governmental agencies cannot be produced in prisons.

In addition to this practical limitation, other checks are available in law and practice to prevent unwise development of prison enterprises.

Proposals for expansions or additions to prison enterprises must be cleared by the State Prison Commission, whose membership is always likely to include successful businessmen. Since the Board of Award is empowered to determine prices for prison products and to permit State agencies to purchase from other sources, the Prison Department will of necessity consult the Board before expanding an existing enterprise or installing a new one. The membership of this Board is controlled by and is generally identical with the Advisory Budget Commission. Capital required to develop prison industries comes from the Prison Enterprises Revolving Fund. Effective control of this Fund is vested in the Governor. A final check of great importance is the fact that the General Assembly meets every two years and can therefore curtail any expansion of prison industries considered excessive by a majority of the legislators. Awareness of this fact should assure great caution on the part of all concerned with the selection of new prison enterprises.

The opponents of prison enterprise expansion did not wait even two years to attempt legislative curtailment. Within six weeks after the State-use legislation was enacted, a bill was introduced to rewrite the second section of the new law so as to place private enterprises operating in North Carolina on the same preference plane as prison enterprises in the State-use market. This bill was opposed by the Prison Department and was killed by an unfavorable report from the Penal Institutions Committee to the House of Representatives.

Diversification - Prison enterprises are widely diversified. There are nine industrial plants, seven farms, three laundries, three sawmills and two pulpwood crews, two canneries, an abattoir and a cold storage plant, and a labor service. Since 1957 no new enterprises have been started, but a substantial increase has been made in the number of inmates constructively employed and in the volume of products and the variety of services. This has been achieved by expanding and improving existing enterprises with the full cooperation of the Department of Administration's Division of Purchase and Contract and with the support of an increasing number of using agencies.

It is felt that some additional expansions of these enterprises can be realized in 1960. By the end of 1960, the maximum practical expansion of existing enterprises will probably have been affected. New enterprises, selected in accordance with principles and by procedures already described, will be started and developed as necessary to provide employment for additional prisoners.

Industrial Plants - The nine industrial plants include a clothing plant, a mattress plant, a metal plant, a paint plant, a printing plant, a shoe shop, a sign plant, a soap plant, and a wood shop. Improvements in these industries may be classified in three broad categories.

First, there has been a basic reorientation to provide working conditions comparable to those found in modern factories of free enterprise. This has been done to enhance the training value of the employment for the inmates and to reap the advantages for which such conditions have been developed by free enterprise.

Second, an effective system has been established to assure that the various products manufactured meet the highest standards of quality and fully satisfy specifications demanded of similar items produced commercially.

In addition to exercising greater care at the operating level, an attempt is made to obviate quality problems by having two enterprise representatives employed full time in visiting using agencies to look out for such problems.

Third, by attention to packaging and by vigorous efforts to bring the merits of the products to the attention of potential customers within the State-use market, the sales have been greatly increased. Added volume has in turn permitted lowering of prices.

Farming and Food Processing - Prison farm lands total around 17,500 acres. Since 1953 the seven major farms have been mapped, their fields established and numbered, and the soil classified by the Soil Conservation Service. Cropping systems have been worked out so as to add to the fertility of the soil by rotation of crops and scientific management.

While all but two of the field units of the prison system have some crop land, only five have as much as 100 acres. Several have fair sized tracts of timber. Some field unit farms are so small they can be used only to produce food for local consumption. Coordination of field unit farms with the over-all farm and food processing program is the responsibility of an official who reports directly to the Director of Prisons.

Before a planned production program for prison farms could be instituted, it was necessary to develop a system of reports and records for the central office. This has been done. Each institution and field unit operating a farm reports to the central office monthly information on acreages planted, bushels or pounds of vegetables consumed or transferred, the total swine and cattle inventory and those ready for shipment to the abattoir. At the end of each quarter a complete inventory of farm supplies and livestock is prepared for the central office.

The data on these reports is reviewed in the central office, prices are added, and the reports are forwarded to the accounting section. There each transaction is recorded, and at the end of the month a statement is prepared showing the financial condition of each farming operation.

Procedures have been established for clearance of farm requisitions in the central office to assure that equipment and supplies purchased are proper for the type of farming activity planned for the requisitioning unit. These procedures also assure uniformity in equipment so far as practicable, thus making it possible to stock parts, expedite repairs, and reduce maintenance costs.

Today a planned production program for prison farms is in operation which coordinates the productive capacity of all farms with the food requirements of the prison system and with the programs of the food processing enterprises. Vegetable acreage is determined with a view to the size of the inmate population and with due regard for the capacities and schedules of the prison canneries. Field crop acreages are determined by the anticipated needs of livestock authorized for each farm.

The food needs of the prison population must be known for sound farm planning. While the food requirements of the sick, aged, and other special groups will vary, a general per capita need can be used to establish the total demand for each kind of food. Providing information is available on the number of prisoners anticipated and a standard ration has been adopted, figures can be computed on food requirements. The total annual field crop and livestock needs can then be determined and a decision made as to what can best be raised on prison farms and what can be bought cheaper.

At the request of the Director of Prisons, the Nutrition Section of the State Board of Health prepared a recommended daily per capita food

allowance for prisoners. This recommendation was submitted in April of 1954. It was used by the Prison Department's Supervisor of Food Service to develop a standard ration and a standard menu for the prison system. Food requirements for the prison system established by a statistical analysis completed in March of 1956 were approved by the Nutrition Section of the State Board of Health. These requirements were then used to plan the farm program.

Prior to 1954 the procurement of both cattle and swine, the type and number to be produced, and production techniques were left to the discretion of the unit superintendent. The central office offered advice but exercised very little administrative control. Not only were the type, breed and number of cattle and swine at each unit determined by the unit head, but also the time and condition of slaughtering operations and curing procedures were left to his discretion.

The facilities for slaughtering and curing of the meat were usually a makeshift arrangement that the unit designed. The methods used were in most cases inadequate and obsolete. The distribution and consumption of these meat products were determined largely by the unit head.

In fiscal 1952-53, with an average prison population of 9,229 inmates, 1,337,000 pounds of pork and pork products were consumed. Based on the recommended ration, plans were made to increase the amount of beef and poultry in the prison diet and decrease consumption of pork to the point where it would be necessary to raise only that number of swine sufficient to supply about 100 pounds of pork and pork products as the annual requirements for one prisoner.

The swine breeding program was in an unhealthy condition in 1954. Brood sows were too heavy, many were in-bred, and in most cases producing only one

litter per year. The number of pigs being saved per litter was small. All of the field units were doing some swine breeding and there was no effective centralized control.

In order to improve the swine breeding program and coordinate it with the requirements of the food service program, the number of field units authorized to breed swine was reduced to one for each of the fourteen divisions. Proper breeding facilities and farrowing houses were built at these units in accordance with a standard plan. Schedules were established.

With better housing, sanitary regulations, younger gilts, better boars, and breeding for two litters a year, it has been possible to reduce the number of brood sows by more than 100 and increase the number of pigs saved from about four per litter to better than eight per litter. Feeder pigs are distributed from breeding stations to other field units according to the needs of the Prison Department and the feed supply available at those units.

To supply the 350,000 pounds of beef required by the balanced diet devised for prisoners, it has been necessary to build up the brood herd at Caledonia and purchase some feeder calves to be pastured at Caledonia and at field units where proper pasture is available. At the time the new program was conceived the Prison Department had many small herds of dairy cattle at the field units. These herds were not large enough for economical dairy operations. Beef cattle have replaced dairy cows at field units; this is a better utilization of feed and pastures.

Today swine and cattle are reported monthly by the unit head as they are ready for slaughter. Trucks are routed to pick up swine and cattle at several units in the same vicinity on the same trip. These animals are

brought to the prison abattoir and slaughtered under the supervision of the N. C. Department of Agriculture.

After the animals are slaughtered at the abattoir, they are moved into the Cold Storage Plant, where certain portions are cured and where other portions are processed as fresh meats. These meats are all held in cold storage under sanitary conditions, inspected again by the State Department of Agriculture and sent out on refrigerated trucks for consumption at the various units and institutions.

During 1954, the Prison Department had to purchase \$178,500 worth of eggs. To reduce this expenditure and to supply a greater proportion of the Department's requirements for poultry meat, poultry husbandry on a major scale was introduced in the prison system in November of 1954 by converting mule barns at Caledonia Prison Farm into laying houses and three old barracks into brooder houses.

These converted houses provided floor space for about 10,000 birds. In 1957 four new houses were built. These houses provided space for about 5,000 more birds. In 1959 four more houses were completed. The combined floor space provides room for approximately 28,000 birds. This flock is laying enough eggs to meet the Department's total requirement.

Birds that fail to produce eggs in sufficient quantity are replaced and used to supply poultry meat in the balanced prison diet. No attempt is made to raise all the poultry required for consumption because there are seasons when the market becomes saturated and poultry can be purchased at or under the cost of production. Purchasing poultry at such times not only saves money but also helps to relieve a distressed market.

In 1953 canning facilities at field units consisted for the most part of open vats that were fired either by open fires or by steam from a small

boiler. The facilities at units operating district canneries were not much better with respect to sanitation or efficiency. Since the equipment and methods used in the canneries at Caledonia Prison and at Women's Prison were obsolete, there was no training value in the work for the inmates.

District canneries operated largely on a share basis with the units producing the vegetables. This in effect made the distribution and consumption of these canned goods matters over which the unit head had relatively unfettered control. Food budgets were rendered meaningless under this system.

To correct this situation, two modern canneries have been constructed to process all of the fruits and vegetables raised on prison farms or purchased for canning by prison enterprises. The new cannery at Caledonia Prison was completed in 1958, and the one at Women's Prison in 1959. These canneries were designed by competent engineers and architects, checked by the United States Department of Agriculture and the Department of Research at North Carolina State College. The sanitary requirements of the State Department of Agriculture and the State Board of Health are fully met. The equipment and methods used are the same as those in use at successful commercial canneries. Inmates employed receive valuable vocational training. These two canneries process in excess of 600,000 gallons annually in contrast with less than 200,000 gallons processed under the old system. Canned goods produced in excess of prison needs are sold to other State institutions.

Food for the prison system currently costs around \$3,000,000; this is about a fourth of the operating budget. Control in this area is essential if the taxpayers' money is to be conserved. By achieving control of food processing, initiating the master menu plan, maintaining meaningful inventories, and exercising a ceaseless vigilance against waste, the Prison

Department has been able to reduce the per capita food cost approximately eight cents per day since separation. For the current population, this amounts to about \$340,000 a year. This figure is even more significant when one considers that while this saving was being achieved prices in general were rising. It is also noteworthy that the net income from prison farms was \$110,133 for fiscal 1954-55 and \$250,260 for 1958-59.

A bill was introduced in the 1959 General Assembly which would have forbidden the governing authorities of the State Prison System from requiring central processing of meat and vegetables raised at field units. If this bill had been enacted, decisions affecting food control of great moment in their cumulative effect would have been made not at the top level of prison administration but at the level of unit superintendents. Director Bailey appeared before the Penal Institutions Committee of the House and explained the inevitable adverse effects this proposed law would produce if enacted. The bill died in committee.

While the financial advantages that have followed from improvements made in the farming and food processing enterprises of the Prison Department during the past seven years are important achievements, even more important to the Prison Department's primary functions are the custodial and correctional consequences of the improvements that have been made.

These improvements have made it possible to increase the number of inmates assigned to agricultural activities. The number so assigned has been doubled since 1953. There are close to 500 inmates at Caledonia Prison now. The opening of Odum Prison this summer will increase by 300 the number of inmates assigned to prison farms.

Ideally, only honor grade inmates would be worked outside a guarded enclosure, but unless and until sufficient constructive employment can be developed within the walls and fences of the State's prisons for all able-bodied gun grade inmates, it will be necessary to have outside work squads guarded by armed officers. However, it would be better to have such squads working on prison farms rather than on the public roads. On farm work they are more isolated from contacts with the public. Effective custody is easier and cheaper to maintain. There is less loss in efficiency from security requirements. The work supervisors on prison farms are Prison Department employees while road foremen are not. Thus, custodial considerations favor increases in the number of inmates assigned to prison farms.

Correctional considerations also support increases in the proportion of the total inmate population assigned to farm work. About twenty percent of the total population is composed of persons who come from rural communities in North Carolina and who will return to farm work after their release. It would be in the State's interest to provide such inmates with as much training in modern farming methods as possible. Farm work has been found to have therapeutic value for mentally disturbed inmates, livestock activities being particularly helpful. There are farming activities which are more suitable for epileptics than most other productive employment available for inmates, and this is likewise true for many other types of physically handicapped inmates. While unquestionably the presence of problem prisoners on prison farms would be a financial drag on these units, effective correctional treatment can be most economically provided for many types on prison farms.

The first part of the paper is devoted to a general discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The second part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The third part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The fourth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The fifth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The sixth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The seventh part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The eighth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The ninth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one. The tenth part of the paper is devoted to a detailed discussion of the problem of the origin of life. It is shown that the problem is not only a scientific one, but also a philosophical one.

The seasonal aspects of agricultural work make it essential to develop alternative work or training programs that will dovetail with farm work. These activities must be provided at the units where prisoners engaged part-time in farm work are housed because it is necessary to make full use of all housing facilities the year around. Agricultural activities require a much larger number of prisoners during the planting and harvesting seasons than at other seasons of the year.

For example, the prison labor required to produce and process the food and perform other farm work under the plan prepared for the present prison population varies from a high of over 700 prisoners during the peak months of July, August, and September to a low of less than 400 prisoners during the mid-winter months of December and January. Unfortunately, the peaks and lows for the prison population are not at corresponding times.

Therefore, the agricultural program is being coordinated with appropriate industrial activities for operation during slack seasons. By choosing items for manufacture that will not deteriorate in storage and for which the annual requirements can be determined in advance, production can be adjusted so that the shops will operate at maximum capacity during the months when the farm work is at a minimum. Surplus products can be stocked for shipment on orders expected during the seasons when most of the prisoners at the farm units will be employed in agricultural pursuits.

Forestry operations are also being dovetailed with the farm program so as to provide work for some of the excess prison farm labor during the late fall and winter.

The present program has been built in the belief that modern methods must be followed and modern equipment must be utilized if agricultural activities are to serve the double purpose of providing training for prisoners

and economical food for the prison system. It would be a mistake to return to antiquated and uneconomical methods of farming merely to make work for prisoners. Prisoners who are not needed for regular farm work and for whom other productive work cannot be found are being kept busy on projects designed to increase the productivity of the farm or improve its appearance; an increasing number are being constructively occupied in vocational training and other educational programs.

Laundries - A new laundry has been constructed at Caledonia Prison to provide inmate employment to supplement the farming and food processing activities. This laundry was completed in 1958. Another modern well-equipped laundry was completed at Women's Prison in 1956. These two plants and a small laundry at the Buncombe County field unit have been organized as enterprises. These enterprises now handle all of the laundry for the State Prison Department. They also offer laundry service to other State institutions. The North Carolina Sanatorium at McCain has its laundry done at Women's Prison.

Prison laundries provide work for a large number of prisoners. Installation of modern equipment has made it possible to give these prisoners the training they need to obtain employment in commercial laundries after their release. Modernization has also made it possible to turn these operations into profitable enterprises.

This situation contrasts sharply with conditions that existed before the new program went into effect. Then many units were washing clothes in open vats and ruining them frequently by the crude methods employed. Many other units were making use of commercial laundries at high cost to the State.

Forestry Program - General Statute 148-26, as rewritten in 1957, provides that as many of the male prisoners available and fit for forestry work shall be employed in the development and improvement of State-owned forests as can be used for this purpose by the agencies controlling these forests. General Statute 14-346, as rewritten in 1959, permits open market sales of the products of forestry operations employing inmates of the State Prison System. Even before these statutes were rewritten, the laws originally enacted in 1933 appeared to permit the use of inmates in forestry work and the disposition of the products on the open market. However, no forestry program of consequence had been developed prior to 1956. The changes in the statutes made in 1957 and 1959 served to clarify and broaden the legal basis for the program initiated in June of 1956 with the employment of a forester by the Prison Department.

During the first fiscal year of the program, one sawmill project and a pulpwood project were started on State-owned property. These projects were operated with five employees and thirty inmates. During the fiscal year ending 30 June 1958, this program was expanded to include three sawmills and two pulpwood crews operated with 13 employees and 80 inmates. Since then the program has continued to expand and there are now 129 inmates constructively employed in an extensive sawmill, pulpwood, and forestry management program. Thousands of acres of State-owned timberland have been put under this program; more than a million pine seedlings have been planted by inmates assigned to this enterprise. These inmates also perform work in State nurseries and are used for fire fighting and fire prevention measures such as the clearing of trails, removal of dead wood, construction of fire breaks and dams, and controlled burning.

Forestry work supplements road work for the inmates of many field units. The fact that forestry work is frequently done in remote areas makes it particularly suitable as outside work for inmates, whereas common free labor is often unavailable in the numbers needed. The fact that State-owned forests are widely distributed makes advantageous the large number of field units located in all parts of the State. A number of modern house trailers have been obtained to provide mobile quarters for inmates assigned to this program. These trailers are usually moved within the fenced enclosure of the field unit nearest to the work project. This permits full use to be made of the basic facilities and staffs of those units without overcrowding the permanent inmate living quarters. Relatively rarely is it necessary to establish small camps of a temporary nature for inmates engaged in forestry work.

The future of the forestry program looks very bright. There are more than 286,000 acres of woodland owned by the State and suitable for a forestry program employing inmate labor. State-owned forests in North Carolina have generally been on the down-grade because of lack of manpower for proper maintenance since the demise of the Civilian Conservation Corps program in the early 1940's. The use of inmate labor in conservation and improvement of these forests will benefit greatly both the prisoners and the public.

In most instances the institutions and agencies controlling State-owned forest lands have little or no funds appropriated for forest maintenance and improvement. However, a pattern has been worked out under which the Prison Department conducts forestry operations desired by the controlling agency and the costs are defrayed by selling timber cut in accordance with a plan approved by the State Forester as one that would improve the State's forestry assets. Thus, the State's natural treasures and growing tourist

trade are being benefitted by a program that is employing an increasingly large number of inmates. Since many forestry operations can be performed in any season, it is possible to space the work so as to absorb excess inmate labor available during the months when road work and farming activities require fewer inmates.

A provision was added to G. S. 148-26 by the 1957 General Assembly which authorizes the Prison Department to contract with any person or any group of persons for the hire of prisoners for forestry work, soil erosion control, water conservation, hurricane damage prevention, or any similar work certified by the Director of the Department of Conservation and Development as beneficial in the conservation of the natural resources of North Carolina. All contracts for the employment of prisoners must provide that they shall be fed, clothed, quartered, guarded, and otherwise cared for by the Prison Department. This program is, therefore, clearly distinguishable from the infamous lease and contract systems of an era fortunately past.

The Forestry Division of the Department of Conservation and Development and the Forestry Extension Service of the Department of Agriculture are working with the Prison Department to develop the program for using prisoners to clear forest land and to plant seedlings for private landowners. Many landowners, especially large paper companies, are having difficulty in obtaining labor to plant seedlings. The benefits of a widespread seedling program would include erosion control, watershed protection, increased income for the landowner, and increased tax revenues for the State. The Federal Government encourages these conservation measures by paying landowners a sum of money for each acre of seedlings planted and for each acre from which undesirable trees and vegetation are eliminated.

It is important to note that the plan being considered does not contemplate hiring prisoners out to be worked by private parties. Contracts would be entered into with private parties for units of work to be performed by the Prison Department using prison labor. The landowner would be charged on a per acre basis. So far as the prisoners are concerned, their living and working conditions will be the same whether they are employed on lands owned by the State or by private parties.

Several crews of eleven prisoners and a foreman have been trained for this type of work. The initial training was begun on 1 December 1956 in the Bladen Lakes State Forest at Elizabethtown under the direction of the Forest Supervisor. This pilot program was conducted to instruct inmates and to determine the rate of planting that can be expected using prison labor. A cost analysis was made to determine a fair price to be charged to a landowner for planting. After the preliminary training in the State Forest was completed, two projects on private land were made to provide more data on the cost of the operation.

The Division of Forestry paid \$4.50 per day for each prisoner used in the State Forest and for the two projects on private land during the training period. After the training period was completed, the private landowner made payment for such services directly to the Prison Department. The Division of Forestry also hired prison labor at the Bladen Lakes State Forest for hardwood control, road building, and general improvement work as well as tree planting.

The Division of Forestry also worked out a cost analysis and a training program for prisoners and foremen in poisoning undesirable hardwoods on private land. It is believed that 300 prisoners could be employed in this type of work the year around. Employment for another 150 could be found in tree planting on private land.

It is important to note that civilian workers will not be displaced by using prisoners on such projects. The low cost and availability of prison labor will make it possible for private landowners to undertake conservation projects that would otherwise remain undone. This fact is one reason the Division of Forestry and the Forestry Extension Service are willing to lend their wholehearted support to the program.

Flood, Hurricane, and Soil Erosion Control - As a result of discussions in which Governor Hodges participated personally, arrangements were worked out with the Director of the National Park Service under which inmates from the State Prison System were used in the erosion control project along North Carolina's Outer Banks. The project extends from the Virginia boundary to Ocracoke, with especial emphasis on Hatteras Island. Much of the work is within the National Seashore Park area. The pattern worked out for this project may lead to other cooperative enterprises with Federal agencies, including the U. S. Forest Service.

It is expected that inmate labor will be used increasingly in flood control work of an emergency nature and in projects designed to prevent or lessen soil erosion and other destructive consequences of storms and floods. The planting of trees and the terracing of land, the clearing of streams and the construction of ditches, sluiceways, dams, levees and reservoirs for flood and soil erosion control purposes could be done by gun squads with less danger of escape and less offense to the public than ditching and other maintenance work along busy public highways. The benefits to the State from keeping available prison labor so employed would far exceed the cost of the work.

Other Labor Services - The Prison Department is authorized by law to make contracts with other State agencies and political subdivisions for the

hire of inmate labor to perform other appropriate work. The development of this opportunity during the past seven years reached the point where it was necessary to organize the program as an enterprise. The expansion of this enterprise appears limited only by the number of honor grade inmates who can be made available for janitorial services, elevator operation, agricultural and nursery work, and other labor services for State agencies, counties, and cities.

Finances - An appropriation of \$618,000 was made by the 1957 General Assembly for the initial deposit in the Prison Enterprises Fund. General Statute 148-2, as rewritten in 1957, provides that all revenue from the sale of articles and commodities manufactured or produced by prison enterprises shall be deposited with the State Treasurer to be maintained in this special revolving working-capital fund for prison enterprises. Since 1957, more than \$2,577,000 has been deposited from enterprise gain. This money has been spent as follows:

Additional facilities for Enterprises	\$1,277,000
Additional Prison Custody facilities	227,000
Operating expenses, Prison Department	175,000
Working Capital requirements	742,000
Increase in Revolving Fund balance	<u>156,000</u>
TOTAL	\$2,577,000

Since 1957 a substantial increase has been achieved by Prison Enterprises in volume of sales, gain, and number of prisoners employed. The increase in volume is the result of a major effort made to improve the quality of prison products, to give better service, and to lower prices. The increase in gain has resulted from added volume and more efficient operating procedures. This gain has been achieved in spite of substantial price cuts.

For example, prices for prison laundry services have been cut by 35%; prices for the products of prison canneries have been cut by 12%. Use has been made of bids submitted to the State for similar products, published market prices, and other sources of information. Detailed figures reflecting the results achieved are shown in the table below.

<u>ENTERPRISE</u>	<u>DECEMBER 31, 1957</u>			<u>DECEMBER 31, 1959</u>		
	<u>Annual Volume</u>	<u>Annual Gain</u>	<u>Inmates Worked</u>	<u>Annual Volume</u>	<u>Annual Gain</u>	<u>Inmates Worked</u>
Clothing	\$ 250,000	\$ 55,000	62	\$ 340,000	\$ 107,000	84
Mattress	0	0	0	10,000	4,000	2
Metal	210,000	25,000	66	336,000	145,000	83
Paint	645,000	142,000	20	800,000	180,000	13
Printing	189,000	83,000	47	338,000	83,000	60
Shoe Shop	3,000	(1,000)	4	12,000	4,000	7
Sign	270,000	32,000	25	550,000	150,000	29
Soap	150,000	51,000	22	170,000	40,000	28
Wood Shop	15,000	7,000	37	130,000	30,000	25
Farms	619,000	248,000	406	925,000	212,000	536
Canneries	120,000	19,000	50	320,000	64,000	75
Abattoir & Cold Storage	1,510,000	91,000	23	1,200,000	60,000	27
Laundries	264,000	200,000	111	330,000	187,000	137
Forestry	90,000	41,000	80	400,000	50,000	129
Labor Serv.	125,000	125,000	130	210,000	150,000	161
Warehouse	_____	_____	_____	_____	_____	<u>24</u>
TOTALS:	<u>\$4,460,000</u>	<u>\$ 1,118,000</u>	<u>1,083</u>	<u>\$6,191,000</u>	<u>\$1,576,000</u>	<u>1,420</u>

Work Release Program

Governor Hodges became interested in the possibility that the Wisconsin plan for a county jail inmate to continue his regular employment in the free community could be usefully applied in North Carolina. Director Bailey and the writer of this report were sent to Wisconsin to study the plan in operation. Information obtained from Wisconsin officials on this trip was reported to Governor Hodges and other North Carolina officials particularly interested in this matter. Director Bailey was appointed chairman of a committee to formulate a proposed modification of the Wisconsin plan for implementation in North Carolina.

A bill based on this committee's recommendations was introduced in the 1957 General Assembly. This bill provided that an inmate of the State Prison System recommended by the sentencing court could be granted work release privileges enabling him to maintain regular employment in the free community, pay the cost of his prison keep, and support his dependents. However, a committee substitute for this bill was enacted into law, and codified as G. S. 148-33.1, which restricted eligibility for work release privileges to misdemeanants with less than six months previous prison service.

This law proved to be too restrictive. In two years only 16 inmates were recommended by the sentencing courts for work release privileges. Half of those recommended were denied the privileges because they lacked suitable employment. Several superior court judges expressed their belief that the work release law should be broadened to permit recommendation of felons and recidivists in cases considered deserving by the sentencing court. Director Bailey and Chairman Randall stated their common conviction that there were many inmates of the State Prison System not yet ready for regular parole

THE UNIVERSITY OF CHICAGO

who were ready for the more limited freedom of work release privileges. Granting this measure of freedom could provide a stepping-stone some prisoners need to cross the treacherous currents flowing between conventional prisons and conventional parole.

Legislation was proposed to and enacted by the 1959 General Assembly which amends G. S. 148-33.1 so as to permit a judge imposing a sentence to imprisonment in the State Prison System for a term not exceeding five years to recommend that the Prison Department grant the prisoner the option of serving the sentence under the work-release plan. There are no restrictions as to the crime or previous imprisonment of the offender. Furthermore, the new law empowers the Board of Paroles to authorize the Prison Department to grant work release privileges to prisoners serving terms not exceeding five years, but the Board must consider recommendations of the presiding judge of the court which imposed sentence before authorizing a grant of such privileges to a prisoner who has not yet served a fourth of his fixed or minimum sentence. This obviates the possibility of the Board of Paroles acting in ignorance of the sentencing court's wishes earlier than the Board could grant a regular parole.

A prisoner with work release privileges spends the time when he is not at work (or going to or from work) in quarters designated by the prison authorities. These quarters must be apart from prisoners serving regular sentences. In areas where facilities suitable for this purpose are not available within the prison system when needed, the Prison Department may contract with political subdivisions of the State for quartering prisoners with work release privileges in local confinement facilities.

The earnings of work release prisoners, less standard deductions required by law are surrendered by the prisoner to the Prison Department.

After deducting from such earnings the actual cost of the prisoner's keep (currently \$2.75 per day) and an amount to cover personal expenses of the prisoner authorized by prison rules and regulations (currently \$10 a week), the Prison Department causes to be paid through the County Department of Public Welfare such part of the balance as is needed for the support of the prisoner's dependents. Any balance remaining at the time the prisoner is released from prison is paid to him.

The work release law is a new tool by which the courts and the prison and parole officials may improve the administration of justice while lightening the load of the taxpayers. This plan provides that measure of punishment sufficient to satisfy the ends of justice in many cases where probation is inappropriate but conventional imprisonment is too harsh or hurtful to the prisoner and society.

The courts are beginning to make more use of this type of disposition for offenders who cannot be trusted with the degree of freedom they would have under probation supervision but who do not need conventional imprisonment. The Board of Paroles is making use of work release to prepare and test prisoners for regular parole. The taxpayers are being relieved of some of the costs of supporting prisoners and their families, and the prisoners are being given an opportunity to break bad behavior patterns and to prove their readiness for a return to free society.

A period of experimentation will be required before the work release law can be put to its maximum use. Like other innovations, this program must be developed cautiously to avoid increasing the impact of unanticipated difficulties. However, the modest success of the program during this pilot period and the apparent suitability of this type of treatment for many short-term offenders promises considerable expansion of this program as more facilities are provided.

OTHER PROGRAMS AND SERVICES

Rehabilitation of Alcoholics

Extent of the Problem

There is ample evidence that many persons committed to prison are there because they cannot or will not stop drinking alcoholic beverages to excess.

Public drunkenness is by far the most frequent offense for which persons are committed to the State prison system; driving drunk is another offense high in the pyramid of prison commitments. Excessive drinking contributes indirectly to other categories of prisoners, including many of those committed for assaults, murder, sex offenses, disorderly conduct, vagrancy, and non-support. Roughly a third of prison admissions are for public drunkenness and other crimes related to excessive use of alcoholic beverages.

Furthermore, the recidivist rate for persons convicted of public drunkenness is higher than for persons convicted of other offenses. During fiscal 1957-1958, 6,580 out of 17,525 admissions to field units were for public drunkenness. Nearly 63 percent of those committed for public drunkenness had served three or more terms for that offense. Of the total admissions, less than 39 percent had served more than one previous prison sentence. In view of the high proportion of the inmate population involved and the excessive recidivism in this group, it is of particular importance that measures be taken to provide whatever treatment will be most effective in preventing the alcoholic from returning to drink and by drink to prison.

Treatment Possibilities

No single cause for alcoholism has been discovered and no one treatment program has been found effective for all compulsive drinkers. But it has

been demonstrated that many alcoholics can be helped to abstain from drinking and can be assisted to become again useful members of society by one or another type of treatment. Proper diagnosis is generally considered the key to success. It is necessary to determine whether an inmate is actually an alcoholic and, if so, the particular category in which he falls. Different categories call for different techniques of treatment.

Medication is important in the treatment of alcoholism. Many alcoholics suffer from malnutrition. Their treatment frequently involves special diet as well as medical and psychiatric attention and nursing care. Successful treatment has been achieved in some by the use of drugs with conditioned-reflex therapy and as an auxiliary to other psychological approaches.

A variety of psychological approaches have been used aimed at readjusting the patient's personality so as to make possible total and permanent abstinence. Some addictive drinkers require psychotherapy. However, deeply probing psychoanalytic techniques are expensive and frequently impossible because of the low tolerance to stress of the addictive drinker. Psychiatrists and psychiatrically trained social workers are often employed, but there are helpful psychological approaches that do not require trained psychiatrists or psychologists.

Various religious organizations have achieved considerable success in working with the alcoholic. Alcoholics Anonymous, employing partly religious (though non-sectarian) and partly psychological methods, has been most successful in treating alcoholics in prison as well as out.

Alcoholics Anonymous Program

To aid in the reformation of alcoholic inmates the office of Supervisor of Alcoholic Rehabilitation was established by the Prison Department in 1957. It is his responsibility to organize and coordinate Alcoholic Anonymous

groups within the State Prison System and to arrange for a member of an inmate chapter to be transferred to an outside chapter nearest his home upon his release.

Arrangements - Arrangements are made to hold Alcoholic Anonymous meetings for the inmates of selected units of the State Prison System as prescribed by the Supervisor of Alcoholic Rehabilitation with the approval of the Assistant Director for Rehabilitation. The Supervisor of Alcoholic Rehabilitation is available to the officer-in-charge of each of these units for advice about procedures to follow in scheduling Alcoholic Anonymous meetings and in making necessary arrangements for outside AA members to conduct the meetings.

Organization of New Groups - To facilitate the formation of a prison AA group, a planning conference is held with the unit head, the outside AA member (or members) concerned, and the Supervisor of Alcoholic Rehabilitation. The unit head, or some designated member of his staff, serves as the "Inside Sponsor" and is responsible for establishing the policies and procedures of the AA meetings with respect to the custody and security regulations. An acting inmate secretary is appointed and instructed in his duties according to procedures established by the Supervisor of Alcoholic Rehabilitation. The secretary is responsible for the distribution of AA literature, handling of correspondence concerning the program, and chairmanship of the meetings.

Frequency and duration of meetings - Only one meeting of one and one-half hours duration is held in any one week, unless additional meetings are specifically approved by the Supervisor of Alcoholic Rehabilitation with the concurrence of the Unit Superintendent. The approximate division of the meeting period is one hour for the meeting proper, followed by a fellowship

and discussion period of thirty minutes during which time refreshments are served.

Attendance - Attendance by the inmates is voluntary. The officer-in-charge of the unit concerned may deny any inmate the privilege of attending the meetings if there is valid reason to suspect the inmate has anti-social motives in attending the meetings or if the inmate's attendance constitutes an unusual security risk.

Attendance of ex-inmate AA members is considered consistent with prison policy; the meetings are not considered visits with the inmates. A custodial officer attends meetings as unobtrusively as possible to prevent violations of custodial regulations. The officer-in-charge of the unit has the right to deny admission of a former inmate AA member to meetings if he can demonstrate that such attendance is contrary to custodial and/or rehabilitation objectives. However, he shall consult with the Supervisor of Alcoholic Rehabilitation before such action is made final.

Female personnel are not permitted to participate in the program at the male prison units. Male personnel are not allowed to attend the AA meetings in Women's Prison unless approved by the Superintendent of Women's Prison.

Refreshments - Refreshments (coffee or soft drinks and cookies, cakes or doughnuts) are served at each meeting in order to approximate the atmosphere of the outside AA meetings as nearly as possible. The cost of these refreshments are paid from the unit's storebox operating fund in accordance with applicable policy.

Literature - Adequate literature is maintained and the cost is paid from the unit's storebox operating fund. The Supervisor of Alcoholic Rehabilitation publishes a basic list of such literature, subject to approval by the Assistant Director for Rehabilitation.

Alcoholic Counseling - The Supervisor of Alcoholic Rehabilitation interviews, whenever practical, the inmates whose commitments to the Prison System bear the notation that they are alcoholics, and, when warranted by existing conditions, recommends to the Supervisor of Classification that these inmates be transferred to a unit where the AA program is in effect. The Supervisor of Alcoholic Rehabilitation is available to counsel the wives or families of the alcoholic inmates as to methods of assisting the inmates after their release and to provide the wives and families with appropriate literature on alcoholism and Alcoholics Anonymous. Individual counseling of the alcoholic inmates and their families by outside AA members is encouraged within the limitation of personnel and other resources available to the Prison Department.

Special Activities - In selected units, when adequate facilities and personnel are available, special educational programs are conducted, consisting of films, lectures by professional educators, and discussion periods on alcoholism, problems of living, and personality adjustment in society.

Results - The Supervisor of Alcoholic Rehabilitation recently made a survey to determine the results of the program for the period from 1 September 1957 through 31 December 1959. This survey indicates that 169 AA ex-inmates have stayed sober since their release from prison and many of them are attending outside AA meetings regularly. The length of freedom both from prison custody and from alcohol for these AA ex-inmates ranges from ninety days to eighteen months.

In addition, 181 AA ex-inmates have probably succeeded, although the information about them does not warrant placing them in the known success category. Many of them are known to have attended some outside AA meetings since their release and some are known to have remained sober for periods

of as much as nine months. Although contact has been lost with all of them for one or another reason, none of them have been returned to the State Prison System.

There are 41 AA ex-inmates who are known to have resumed drinking. However, their conduct has shown sufficient improvement to keep them out of prison. Of the 176 AA ex-inmates who resumed drinking after their release and who have been returned to the State Prison System, many did manage to stay out of prison for as long as twelve months.

Since the program was put into operation, AA chapters have been established in three institutions and ten field units. Nearly 500 inmates are currently participating in the weekly programs. The results obtained clearly warrant continuation and expansion of this program.

Coordinator of Negro Activities

The position of Coordinator of Negro Activities was established in 1958. This officer participates in classification and educational programs, and helps to develop, supervise, and gain community support for other rehabilitation programs for Negro inmates. The Coordinator contacts the parents or guardians of all Negro inmates less than 18 years old shortly prior to their release in order to arrange for a proper reintroduction of these minors into their home community. He consults with other prison officials on any special problem related to the Negro inmate. He has prepared several studies for the Assistant Director for Rehabilitation and has co-authored a special manual for training counselors of the Youth Centers. He is currently working on the first draft of a rehabilitation manual to be distributed to prison guards.

Food Services

Importance

Adequate and appetizing meals are essential to maintain the health and morale of inmates at a high level and promote the success of other prison programs. But food costs constitute a major part of the total prison budget. Although most of the Prison Department's food needs are met by purchase from prison enterprises, strict food control is a prime requisite for keeping expenditures within the bounds of the budget. Director Bailey's military experience had taught him the importance of good food as a morale builder. He also knew that a poorly administered food program is expensive. It is not surprising, therefore, that this is an area of prison administration where early action was initiated and noteworthy achievements have been effected over the past seven years.

Master Menus

In 1953 there were almost as many menus as there were units in the State Prison System. There was no way to assure that inmates were being fed a balanced diet nor was there any way to control the food costs. The Prison Department had many non-paying guests at the officers tables.

One of the measures taken to correct this situation was the development of master menus and the creation of a system and a staff to see that these menus are followed. Allowances recommended by the National Research Council are used as the basis for developing standard rations for inmates. The aid of the Nutrition Section of the State Board of Health is obtained to translate these recommendations into per capita daily food allowances. Based on these daily allowances, the Prison Department's Food Service Supervisor develops a meal pattern for use in planning master menus to be served in all prison units on the same day.

These menus are cleared by the Nutrition Section of the State Board of Health. So are the menus for special diets prepared on orders from prison physicians. Monotonous diets developed with the assistance of the Nutrition Section are served to inmates undergoing punitive segregation.

Meal Patterns

All units follow a basic meal pattern in planning menus to be served in the staff dining rooms. Establishment of this basic pattern and tightening of controls against the serving of meals to unauthorized persons have also helped to cut food costs.

Central Requisitioning

A program for requisitioning of meats and staples under a system that coordinates clearance with the requirements of the master menus and perpetual inventory records is in the course of development. Experiments are being run on the use of pre-cut meats. It is contemplated that in time all meats will be dispensed from Central Stores' cold storage facilities to field unit kitchens ready for cooking.

Policies and Training

Written policies on all phases of food services have been developed. Training programs for inmate cooks and for prison personnel concerned with food requisitioning, preservation, preparation and service have been developed and placed into operation. These policies and training have contributed immeasurably to the success of the program for food service improvement.

Budget Controls

The measures described above and the better budget controls instituted when the Prison Department was established as an independent agency have resulted in a savings of approximately \$458,000 in the 1957-58 food budget

compared with 1956-57, and a further savings of \$180,000 in the 1958-59 food budget compared to 1957-58. The daily per capita costs listed in the following cost comparisons are based on inmate population. In addition, approximately 1,200 employees are provided meals out of this food budget.

	<u>1956-57</u>	<u>1957-58</u>	<u>1958-59</u>
Avg. Daily Population	10,589	11,256	11,189
Daily Per Capita Food Costs	.76 1/2	.69	.64 1/2
Total Yearly Cost	\$2,909,182	\$2,602,184	\$2,540,738

Facilities

The State Board of Health officials assisted Prison Department officials in working out plans for standardization of kitchen facilities and equipment. Twenty-two kitchens and dining halls have been completely renovated. Three new kitchens and dining halls have been built. Food preparation and storage facilities have been enlarged at most of the field units, and provided with modern equipment. Walk-in refrigerators have been provided for all except six field unit kitchens, and these will be provided this year. Three-compartment stainless steel sinks, with sterilization equipment, have been installed in all unit kitchens. Stainless steel tables, pot sinks, and storage racks have been provided for most of the kitchens. All of the old oil-fired cook stoves have been replaced with modern gas equipment.

Sanitation

Three years ago the average sanitation score awarded field units of the State Prison System by the Sanitary Engineering Division of the State Board of Health was 72.6; no unit had a score as high as 90, the minimum required to achieve an A rating. Eleven units had earned a B rating with scores between 80 and 90. Forty-eight units had scores between 70 and 80, which gave them a C rating. Nineteen units received a D rating for scores between 60 and 70. Five units scored below 60 and remained unrated.

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An intensive effort has been made to improve sanitation in all prison units and their scores have risen steadily. Results achieved are reflected in the table below:

<u>SANITATION RATINGS:</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>
90-100 "A"	0	2	3	49	68	90
80-90 "B"	11	52	64	37	20	2
70-80 "C"	48	28	16	0	0	0
70 or Below	24	4	1	0	0	0

While other aspects of prison administration are not subject to being rated in the same manner as sanitation, there is ample evidence that similar progress has been made in every area. Each year of the past seven has seen the State Prison System take a giant stride forward. There is every reason to expect this progress will continue and North Carolina will transform its prison system into a correctional system second to none.

SUMMARY

From the first day of September, 1953, to the end of March, 1960, Colonel W. F. Bailey has been Director of Prisons in North Carolina. Significant changes have been made in prison law and in the administration of the State Prison System during this period. Highlights of this progress include:

Legislation

1. Enactment in 1955 of legislation: (a) establishing a four year term for the Director of Prisons and transferring to him from the SH&PWC administrative powers and duties respecting prisons, giving the Prison Advisory Council a veto power over prison regulations, and prohibiting prison supervisory personnel from using their positions to influence elections or the political action of any person; (b) making escape or attempt to escape from the State Prison System a felony if committed by any felon or by a misdemeanant who has previously been convicted of this offense, establishing minimum terms to be imposed on conviction of this offense, and leaving to prison officials the determination of how much gained time earned by previous good conduct an inmate should forfeit for an escape; (c) providing that a prisoner shall not be required to serve additional time in prison solely because sentences that would otherwise run concurrently are for different grades of offenses or are required to be served in different places of confinement; (d) making nursing as well as guarding and disciplining tuberculous prisoners a responsibility of the Prison Department; (e) providing that any child born of a female prisoner must, on arrival at a suitable age, be surrendered to the Superintendent of Public Welfare of the County in which the child is born. This law does not affect the right of the mother to

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The State has a duty to protect the rights of its citizens.

consent to adoption or to place her child with the father or other suitable relative.

2. Enactment in 1957 of legislation: (a) establishing a State Prison Department and transferring to it all powers and duties respecting control and management of prisons previously vested in the SH&FWC; (b) abolishing the Prison Advisory Council; (c) creating a 7-member staggered-term part-time policy-making State Prison Commission; (d) vesting executive management of the Prison Department in a Director of Prisons with a four year term overlapping the Governor's by 18 months; (e) providing that the number of prisoners to be used for road work and the amount to be paid for this labor must be agreed upon by the governing authorities of the highway and prison systems far enough in advance to permit proper provisions to be made in the budgets of each agency, the Governor to decide disagreements; (f) requiring agencies controlling State forests to employ as many male prisoners available and fit for forestry work as can be used for this purpose; (g) establishing a revolving working-capital fund for prison enterprises and authorizing employment of prisoners in prison industries, on prison farms, in work for other State agencies and political subdivisions, on hire to any person or group of persons for forestry work, soil erosion control, water conservation, hurricane damage prevention, or any similar work certified by the Director of the Department of Conservation and Development as beneficial in the conservation of the natural resources of the State; (h) permitting the prison authorities to grant work-release privileges (work furloughs) to misdemeanants who had not previously served more than six months in prison, upon the recommendation of the sentencing court.
3. Enactment in 1959 of legislation: (a) amending the work-release law to permit a judge imposing a prison sentence for a term not exceeding five years

the first of these is the fact that the first of the three
 paragraphs is a general statement of the principle of the law.

The second paragraph is a statement of the principle of the law
 as it applies to the case of a person who is a member of a
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The sixteenth paragraph is a statement of the principle of the law
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to recommend that the Prison Department grant the prisoner work-release privileges, and to empower the Board of Paroles to authorize the Prison Department to grant work-release privileges to prisoners serving terms not exceeding five years; (b) clarifying exceptions to provisions making it a misdemeanor to sell in this State products of convict labor, and including in those exceptions the products of work-release prisoners, products of agricultural and forestry operations employing State prisoners, prison enterprise products sold to agencies supported in whole or in part by the State, and handicraft items made by inmates of the State's prisons during their leisure hours and with their own materials; (c) requiring agencies supported in whole or in part by the State to give preference to Prison Department products and forbidding them to buy from any other source without permission of the Board of Award when a sufficient supply of fairly priced prison products are available that meet standard specifications and the reasonable requirements of the user; (d) authorizing designation of employees of governmental units hiring prison labor as custodial agents of the Director of Prisons; (e) requiring classification as a convicted felon any prisoner confined under a felony sentence to begin after a misdemeanor sentence not fully served; (f) authorizing the Prison Department to take advantage of aid available from any source for inmate education; (g) providing a procedure for authorizing treatment of self-inflicted injuries when the inmate refuses such treatment; (h) making it a felony for a prisoner to inflict a self-injury, or to aid or abet another inmate in such an offense.

Administration

1. An internal organization has been developed with sharply delineated lines of authority along well accepted line and staff principles.
2. Staffing patterns have been developed for each unit.

3. A system for developing and keeping current written policies has been established and a Prison Department Guidebook has been promulgated covering the important phases of prison operations.

4. Business management and accounting systems have been established which have enabled the Prison Department to achieve effective budget control and significant economies in prison operations.

Personnel

1. As much security of tenure has been provided for prison personnel as seems desirable during the transitional period when a new system is being developed.

2. Inducements to enter the prison service and make prison work a career have been increased by raising salaries, reducing working hours, providing better housing and quarters for personnel.

3. Qualification standards have been raised as high as the nature of the work and the salary that could be offered would reasonably warrant.

4. A program has been developed to improve the scope and efficiency of recruitment, and to publicize widely opportunities for careers in the prison service.

5. A constantly expanding in-service training program has been developed by the Prison Department with the cooperation of the Institute of Government.

6. Clearly defined avenues for advancement have been established and a policy of promotion from within.

Capital Improvements

1. Extensive renovations have been made and more are in process at units throughout the prison system in a continuing effort to overcome consequences of deferred maintenance in past years.

2. New construction at Central Prison, Women's Prison, Polk Prison, Caledonia Prison, and at many field units has increased housing capacities, employment opportunities, and rehabilitation possibilities at those institutions.
3. A new headquarters building for the Prison Department has been constructed on prison property overlooking Central Prison in Raleigh.
4. Ivy Bluff Prison, a new maximum security facility with a capacity for 80 prisoners, was completed in 1956.
5. Odum Prison, a new medium custody facility for 300 prisoners, is being built on a 2,200 acre farm in Northampton County. This institution will be completed this year.
6. Permanent facilities at the Umstead Youth Center were completed in 1953, and a new Youth Center was completed on the grounds of the State Hospital in Goldsboro in 1955.
7. A new sanatorium for tuberculous prisoners was completed at McCain in 1956.
8. New facilities have been provided at many field units. The old dark cell facilities have been replaced throughout the system by modern segregation facilities.

Custody and Discipline

1. Improvements have been made in custodial equipment, better facilities have been provided, and custodial officers have been improved by higher standards, better recruitment, and better training.
2. The use of stripes and legcuffs has been completely eliminated.
3. Punitive segregation in modern facilities on a balanced but monotonous diet has been substituted for solitary confinement in dark cells on bread and water.

4. Guards for misdemeanor outside work squads no longer carry shotguns or rifles. The number of honor grade inmates has been greatly increased by better classification.

5. The use of disciplinary committees and headquarters review of all punishments to assure strict compliance with policies has replaced the arbitrary discipline of past years.

Classification

1. Policies and procedures have been developed and personnel have been obtained that have greatly improved the classification of inmates.

2. A job placement program for released inmates has been developed.

3. All units of the prison system have been classified in accordance with the characteristics of the inmates assigned thereto.

Inmate Education

1. Instructors have been employed to conduct academic and vocational education programs at Central Prison, Women's Prison, Polk Prison, and Caledonia.

2. Part-time instructors have been employed to offer literacy classes at 36 field units on Saturdays.

3. Training programs have been correlated with work assignments and assignments with vocational training values have been consciously used for this purpose.

Inmate Employment

1. Road work has been retained but the Prison Department has made significant progress toward the goal of no gun grade inmates working on highways.

2. Prison enterprises have been greatly expanded to provide more work opportunities with training value for inmates. The enterprise system has not only proven to be self-supporting but has been able to provide considerable

funds for other prison purposes. Prison farms, canneries, and laundries have been incorporated into the enterprise system and their operations have been vastly improved. Forestry work is rapidly developing into a major program for the constructive employment of inmates and a source of considerable enterprise gain.

3. Expansion of labor services for other State agencies and political subdivisions seems limited only by the number of honor grade inmates available.

4. Increasing use is being made of the work-release law by the courts, and the Board of Paroles is finding it to be a useful tool for testing the readiness of certain inmates for restricted and supervised release from prison.

Other Services and Programs

Improvements have been made in religious services, medical services, inmate recreation, inmate records, and food services. A program for the rehabilitation of alcoholics has been developed. The position of Coordinator of Negro Activities has been created.

